

Law Enforcement News

Vol. XIII, No. 252

A publication of John Jay College of Criminal Justice

July 14, 1987

Trailblazing in Baltimore County:

Detectives' know-how grafted onto computer

"Artificial intelligence" may suggest to some an image of giant computers far more intelligent than man and definitely not user-friendly. For the Baltimore County, Md., Police Department, however, artificial intelligence may prove to be the key that unlocks a troublesome door for investigators.

The Baltimore County police, in a joint effort with the Devon-Cornwall Constabulary in England, are currently testing an artificial intelligence "expert system" — in essence, the intuitive and experiential know-how of veteran detectives grafted onto the high-powered logic of a computer. If successful, the system could be of considerable help to law enforcement in solving residential burglaries, which are typically among the most difficult crimes to solve.

The expert system, which the Devon-Cornwall constabulary has spent eight years developing and refining for investigative work, uses artificial intelligence computer software which is commercially available but extremely

expensive. By feeding the computer input from the minds of "experts" in a particular field — in this case, police investigators — and programming it to ask "expert" questions of the user, the software allows the computer to deduce conclusions based on that information.

Brian Morgan, the deputy chief constable of Devon-Cornwall, likens the expert system to medical diagnoses. If one were to go to a doctor and complain of illness, he said, the doctor would ask questions about the pain, such as where it was located and what sort of pain it was. Based on his knowledge and the answers he receives, the doctor could come up with several possibilities for what might be causing the pain.

Replicating Expertise
"Think about putting that in a machine," said Morgan. "Instead of sitting down by a doctor, you sit in front of a computer and it says, 'How are you today?' and you say, 'I've got a pain.' The computer says, 'Where is the pain?' or it says, 'Show me on this diagram where the pain is.' What

the computer is doing is replicating the expertise of the doctor — not surprisingly, because what the computer contains is the expert knowledge put in by the doctor. At the end of the day, the computer says, 'I have asked the kind of questions an expert would have asked and I have made the following deductions.'"

Use of this technology, Morgan said, can save an enormous amount of medical time. Researchers are hoping it will do the same for law enforcement, in addition to helping detectives wrap up burglary investigations.

By entering into the computer the *modus operandi* and various other criminal intelligence concerning individual convicted burglars, along with the deductive skills of a department's detectives, the computer should be able to match information gathered at a crime scene with data already recorded about the offenders. The artificial intelligence system would screen and target several possible burglary suspects, whom police could then pursue based on in-

vestigators' expertise and the information which the system has been programmed to draw deductions from.

Tackling a Widespread Crime

Both Morgan and Baltimore County Police Chief Neil Behan said residential burglary was chosen as the target of the study because it is the most widely committed crime both in the United States and in England.

"We don't have the greatest success story in the world because of the fact that the burglar is surreptitious and generally not seen," said Behan. "You have to work with different kinds of evidence."

Residential burglaries generally provide officers with little to go on. With limited physical

evidence, most burglary investigations are left to the skill of the detective. "We have detectives here that just learn through experience how to solve burglary cases," Behan said. "What this system is about is taking the best detective mentality in Devon-Cornwall and the best detective mentality in Baltimore County and put it into rules [data], input it, and then pit the crimes that are committed against that expertise."

Morgan said artificial intelligence was first considered for police work when one of his constabulary's officers was assigned to England's National Physical Laboratory — a Government think tank — and worked on the

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NCIC board renews proposal to include names of suspects in computer banks

Proposals to expand the scope of data currently fed into the massive computer systems of the National Crime Information Center are raising hackles on the necks of civil libertarians, who describe many of the suggestions as "frightening."

At a June meeting, the 30-member NCIC advisory board approved some 120 proposals, out of 246 that were offered, for expanding the crime-data system. The approved ideas include entering into the system the names of persons under investigation but for whom no warrant has been issued, and establishing linkages between the NCIC and other Government data bases, such as the Immigration and Naturalization Services and the Internal Revenue Service.

Also approved by the board were the creation of files on DNA and blood characteristics and data image transmission of photographs, signatures and fingerprints of wanted or missing persons.

A file for vehicles under investigation was approved as was a file on *modus operandi*.

'Associates' File Nixed

The board rejected plans to keep the names of associates of

suspects in the NCIC, along with a proposal for the NCIC to acquire the information in private data bases, such as airline computer files and credit bureaus. Eye retina files and voiceprints were also rejected.

Rep. Don Edwards (D-Calif.), who chairs the House Judiciary subcommittee on civil liberties, told Law Enforcement News that if the concepts approved by the advisory board are adopted by the FBI, it would mark the first time that the NCIC was used in any major way to disseminate information "that is suspect" to its 64,000 participating law enforcement agencies.

"It is much too much authority in a national police agency over the American people and it would be almost impossible to control," Edwards said.

While conceding that the FBI is conscientious in keeping NCIC files up to date, Edwards said that estimates place inaccuracies in the 20-year-old computer system at 5 to 10 percent. "They also disseminate criminal records," Edwards said, "and up to 50 percent of those don't have a disposition, making them suspect. How do you know the guy wasn't found innocent?"

The NCIC, which is maintained by the FBI, answers more than half a million inquiries a day on stolen property, missing persons, criminal records and arrest warrants. If the FBI adopts the proposal to enter suspects into the file, it would allow police in any state to track the whereabouts of a suspect if another agency has entered an inquiry about the suspect into the NCIC as well.

The advisory board also suggested that files be kept on people who are on probation or parole, those who are considered dangerous to law-enforcement officers and those known or suspected of being agents of foreign governments.

Concern for Dated Data

One of Representative Edwards' greatest concerns is how to remove information from the system once it has been entered, as in the case of someone who is no longer under investigation or who has been found innocent. While there are regulations regarding the updating of files, he said the punishment for violating those regulations is little more than a "slap on the wrist."

"Carelessly or negligently or wrongfully," said Edwards,

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Blacks eye more input to Dallas PD policies

The Dallas Police Department needs to make a complete review of its training and deadly-force policies, boost minority representation and be more receptive to input from the minority community, according to an angry assortment of the city's black civic and political leaders.

Over the past several years, said Roy Williams, a critic of the police department and a member of Mayor Annette Strauss's advisory committee on crime, there has been growing tension between the black community and the department. Recently, the situation came to a boil when an 81-year-old black crime watch volunteer was shot by police as he patrolled his apartment complex's parking lot with a rifle.

Williams maintains that one of the department's major shortcomings is its underrepresentation of minorities on the force and its lack of blacks in supervisory roles. He said the Dallas Police Department currently has just under 12 percent minority officers, with only three black lieutenants, no black captains and one black deputy chief.

Blacks make up about 27 percent of the city's population.

"They don't have anyone who is involved in the decision-making process," Williams said. Deputy Chief Don Stafford, head of the police department's Human Resources Bureau, is the highest ranking black officer, but Williams charged that Stafford's decision-making role has been

rendered ineffectual. "He is over there at the Academy and he can never bring in a workable solution because he is voted down by the other seven deputy chiefs," Williams said.

Stafford agreed that there are not nearly enough minorities in decision-making positions at the department. "There is no doubt about it," he told LEN. "If they are not there, how can they have any part in the decision-making process?"

Demand 'Outsider' Chief

Williams has called for the resignation of Police Chief Billy Prince, saying Prince has "lost control" of the department to the Dallas Police Association, which has blocked a strong affirmative action policy. Said Williams, "We need a chief who comes from the outside."

Prince, he said, has also allowed "institutionalized racism" to dictate some departmental policies. Earlier in the year, Prince was made acting city manager for several months. During that period, Williams said, a deputy chief took the police department's helm and initiated a policy of pairing off black and white rookies and putting black lieutenants in the heavily black and Hispanic southern section of the city.

"As soon as Prince came back," he said, "all constructive activities stopped."

But Deputy Chief Stafford maintains that there are just not enough black officers in the

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Around the Nation



Northeast



MARYLAND — The number of students expelled for bringing guns to Baltimore County public schools dropped to 53 this past school year compared to 94 in 1985-86.

NEW JERSEY — The Police Director of New Brunswick was found guilty of Federal conspiracy charges last month. James V. Gassaro was convicted of conspiring with the former head of the city's Law Department to profit from the sale of a building to the city and using fraudulent documents to hide their interest in the property.

NEW YORK — A jury has awarded New York City police officer Anthony Senft, 41, \$1.5 million for injuries he suffered when a bomb planted by a Puerto Rican terrorist group exploded in his face in 1982. Senft claimed he had received inadequate training in the use of bomb protection equipment.

Gov. Mario Cuomo has signed legislation that opens trial courts to TV cameras, tape recorders and still photographers for the first time. The 18-month experiment will begin Dec. 1.

A state trooper was killed and a second was seriously wounded June 14 when a man opened fire on them as they investigated a neighbor's complaint. The slain trooper, 22-year-veteran Robert

G. Dunning, 45, was the first state trooper in almost three years to be shot and killed on the job. His partner, Sgt. Robert G. Garzetta, 32, suffered a gunshot wound in the right leg. The troopers' assailant took his own life with a shotgun.

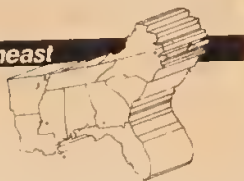
PENNSYLVANIA — Pittsburgh police officers are being issued face masks, gloves and aprons to protect them from AIDS, hepatitis and other infectious diseases.

The Havertown-based National Association of Town Watch, which sponsors the annual National Night Out program, has been awarded \$47,200 from the Ford Foundation to encourage citizen participation in neighborhood crime prevention.

RHODE ISLAND — Citing officers' fear of AIDS, West Warwick Police Chief Anthony Ventura is considering a policy that would require officers to wear gloves when arresting violent or wounded suspects.

VERMONT — State Police Sgt. William Chenard, 43, died of a heart attack June 14 while leading a group up a mountain trail to recover the body of a camper who had died in the wild. Chenard is the state's first trooper to die in the line of duty.

Southeast



ALABAMA — Birmingham Police Chief Arthur Deutch has won a fellowship to study for a

graduate degree at Harvard University's John F. Kennedy School of Government.

MISSISSIPPI — Scott County Sheriff Glen Warren, 53, has been slapped with extortion charges for allegedly collecting money from club operators in exchange for allowing illegal liquor sales. Warren is seeking election to a third term.

SOUTH CAROLINA — A nationwide search has led to the arrest in Augusta, Ga., of a former police officer of Hardeeville, who has been charged with murder in three slayings in two states. Wade S. Sheffield, 44, who served as Hardeeville police chief for less than a year in 1977-78, was arrested at a motel after he attacked a maid who entered his room to clean it. Sheffield was wanted on two counts each of murder and armed robbery. He also served as a police officer in Savannah, Ga., and with the Chatham County, Ga., sheriff's department in the 1960's and 1970's.

VIRGINIA — Three Henrico County police officers have been tested for AIDS virus after they gave first aid to an AIDS victim who attempted suicide June 5 by slashing his wrists.

Midwest



ILLINOIS — An 18-year-old from Elk Grove Village has been sentenced to 32 years in prison for running down and killing a state trooper on the shoulder of a suburban expressway last Nov. 10. David Melind, who called the trooper's death "an accident," was convicted April 29 of murder in the death of Trooper John Kugelman, 27.

OHIO — Hamilton County sheriff's deputies have been given notice that from now on they will be expected to be clean-shaven, well groomed and physically fit at all times. The new look for deputies was mandated by Simon Leis Jr., a former prosecutor and judge who was named recently to serve the remaining year and a half in the unexpired term of retired Sheriff Lincoln Stokes. Leis said he observed during four years as a judge that trim, clean-cut officers who testified in his courtroom always made the strongest positive impression on jurors.

WEST VIRGINIA — The state police faces a budget cut from \$27.1 million to \$24.4 million, which will force a cut of 56 personnel from the 556-member force. The purchase of new equipment will also be halted under the new budget.

WISCONSIN — The Guardian Angels safety patrol has announced plans to form a chapter

in Madison. The president of the group's Milwaukee chapter says surveys show substantial support for the move.

Plains States



IOWA — The number of speeding tickets written by state troopers on Interstate highways dropped 20 percent in May, following implementation of the new 65-mph speed limit.

A state Health Department study says cocaine abuse is the number-one problem among the growing number of substance abusers at state-sponsored drug treatment facilities.

MINNESOTA — Union and city negotiators in St. Paul reached agreement last month on a contract that would provide a total wage increase of 17.5 percent for police over the next three years. Police officers and other department employees have been working without a contract since last Dec. 31. As this issue went to press, the contract was awaiting the approval of the City Council.

NEBRASKA — Omaha Public Safety Director Keith Lant, who was a key figure in last year's firing of Police Chief Robert Wadman, will resign Aug. 1 at the request of Mayor Bernie Simon, who said Lant failed to show "forceful leadership."

Southwest



ARIZONA — The Tucson City Council has agreed to place a \$46.9-million budget override proposal on the November ballot. If approved, the measure would provide more money for police and paramedics, as well as other city services.

TEXAS — Bruce Simpson, 43, the former police chief of West Orange, has been selected from among 50 applicants to become

chief in Lago Vista. Simpson replaces Eugene Schoonover, 58, who resigned after having served as police chief since the city was incorporated three years ago.

Far West



CALIFORNIA — A San Francisco sheriff's captain last month became the first woman to graduate from the California Law Enforcement Command College. Capt. Mary Ann de Souza, a member of the sheriff's department since 1971, was named class valedictorian at graduation ceremonies from the two-year leadership program. Capt. Carl Koehler, a member of the sheriff's department since 1975, was also among the 23 members of the recent graduating class.

San Jose Police Chief Joseph McNamara has nothing against watching training films during on-duty hours, but five of his police officers recently went too far to suit the chief. McNamara suspended them for watching the hit movie "Beverly Hills Cop II" while they were on duty May 30.

HAWAII — Clyde Panero, 20, has been charged with first-degree murder in the June 15 shooting death of Honolulu police officer David Ronk, 44. Ronk was shot in the chest with his own gun while attempting to serve a court order.

OREGON — A Portland judge last month ordered a 47-year-old repeat sex offender to place warning signs on the front door of his home and on the doors of any vehicle he owns. The judge said she took the unusual action as a way of protecting the neighbors and children in whatever area the offender ultimately resides. The signs must read "Dangerous sex offender, no children allowed," in letters at least three inches tall.

The state's overall crime rate for the first three months of this year increased by .7 percent compared to the same period in 1986. Prostitution in the state jumped 66.7 percent.

This Periodical is Indexed in The Criminal Justice Periodical Index



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No impact on NY subways seen from Goetz case

Following the acquittal of Bernhard Goetz, the New York subway gunman, on attempted murder and assault charges, it's back to the everyday grind for the New York City Transit Police, as police and police observers agree that the case will have little or no bearing on policing in the New York City subway system.

William McKechnie, the president of the Transit Patrolmen's Benevolent Association, the Goetz case was an aberration "that's been blown out of proportion." He said he sees no indication that the case will have any "impact on crime and certainly no impact on the deployment of

police officers because there is no way to deploy officers based on what happened to Bernie Goetz."

Thomas Reppetto, president of the New York City Citizens Crime Commission, agreed that he cannot "imagine any redeployment" in the aftermath of the Goetz verdict.

Bernhard Goetz became a household name when the media drew the world's attention to the bespectacled, electronics engineer who shot four black youths on a New York subway car when they asked him for \$5.

On June 16, a jury acquitted Goetz of charges of attempted murder, assault and reckless en-

dangerment. He was convicted of one count of carrying an unlicensed handgun, which carries a maximum sentence of seven

years. He will be sentenced Sept. 4.

Experts generally dismiss the idea that subway riders will begin "packing iron" following Goetz's acquittal. "Most people, or reasonable people, who see what happened to Goetz certainly don't want to put themselves in that position whether they think he was right, wrong or indifferent," said McKechnie.

Even those with a more distant perspective of New York transit policing subscribe to the notion that the Goetz case will have "no long-term impact on anything."

Dr. Dennis Kenney, director of planning and research for the Savannah, Ga., Police Department and author of "Crime, Fear and the New York City

Subways," found through his research that most "people hold a realistic perception of what the system is like." Although they expect to be victimized at some time on the subway, he said, that is "reacting less to a reality than to what they've been told to expect."

His research indicates that crime and fear are not "out of control" on the subway, Kenney said.

But while transit police will be the first to admit that there is a wide gap between the perception of crime on the subway and the reality of the situation, that does not mean that they are completely satisfied with the means available to them to keep those



Powell leaves Court after 15 years

By Jonah Triebwasser

Supreme Court Correspondent

As this issue was going to press, Associate Justice Lewis Powell Jr. shocked the legal community by resigning from the United States Supreme Court after 15 years on the bench.

Powell, generally considered to be one of the moderate influences on the Court and often a swing vote in 5-4 decisions, cited his approaching 80th birthday and his health as primary reasons for his retirement.

There was no immediate indication from the White House as to whom President Reagan would nominate as Powell's successor, although the name of Judge Robert Bork of the U.S. Court of Appeals in Washington has been widely touted. With Powell's

resignation, President Reagan will have the opportunity to fill his third Supreme Court vacancy, having already appointed Justices Sandra Day O'Connor and Antonin Scalia and elevated Justice William Rehnquist to Chief Justice.

At a press conference attended by Supreme Court correspondents and held immediately after the Court adjourned to close the 1986-87 term, Powell said his decision to resign was made by him in consultation with his family. He did not discuss his decision with his fellow Justices other than to announce it to them at their regular morning meeting.

Powell, who in recent years has undergone surgery for prostate cancer, said his health was a major factor in his retirement. At one

point the Associate Justice missed several months of work while convalescing, and his absence resulted in a number of 4-4 splits in some Court decisions. Powell said he was submitting his resignation at this time to avoid future Court deadlocks arising from other health problems.

Despite his age and recurring health problems, Powell kept pace with a strenuous workload on the Court, generally working six days a week and half a day on Sundays.

He said the final push to retire came from his son, attorney Lewis F. Powell 3d, who told him "It's a whole lot better to go when some people may be sorry than it is to wait until you decide to go and people say, 'Thank God we got rid of that old gent.'"

Federal File

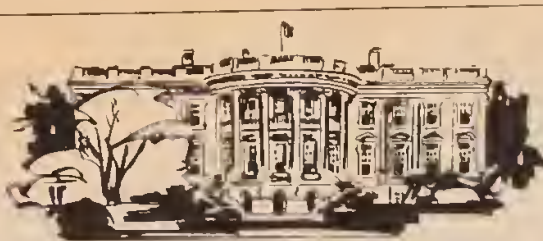
A roundup of criminal justice-related activities within the Federal Government.

House of Representatives

★ Two markedly different bills on drug testing have won House approval in recent weeks. On June 16, the House passed a measure, sponsored by Rep. Clay Shaw (R-Fla.), that calls on Secretary of State George Shultz to begin a drug-testing program within a year for State Department employees whose duties involve access to secret or top-secret information, including employees of the Foreign Service. The other measure, proposed as an amendment to an appropriations bill by Rep. Steny Hoyer of Maryland, would bar the Federal Government from testing agents of the Drug Enforcement Administration, FBI or Secret Service, along with nuclear power plant personnel, transportation safety workers and those with top-secret security clearances. The Hoyer amendment was adopted by the House and is now before a House-Senate conference committee.

Bureau of Justice Statistics

★ Federal judges handed down stiffer sentences



last year than they did in 1979, according to a BJS study, with the average length of prison terms increasing by 32 percent. The study said the average prison sentence for Federal offenders last year was 5½ years. The longest sentences were imposed for homicide and robbery, the report said, with the average sentence for murderers about 16 years, excluding life sentences, and the average sentence for robbery more than 13 years. The average prison term for drug violations was 6 years. During the year ending in June 1986, 51 percent of the 40,740 defendants convicted of Federal crimes were sentenced to prison terms. Thirty-seven percent were given probation and the rest received fines or other sentences.

Department of Justice

★ The nation's first resource center on missing children will open in November at the National Center for Missing and Exploited Children in Washington, D.C. According to a center spokeswoman, the resource facility will be "a library covering all materials on the issue of victimized and missing children."

Mock weapons slip through in airport security tests

The tested articles may only have been mock firearms and bombs and not the real things, but 20 percent of the bogus weapons used in a recent study were able to slip past airport screening devices, according to the General Accounting Office.

From last September through December, testers for the Federal Aviation Administration, armed with imitation guns or bombs, passed through passenger screening posts 2,149 times, primarily at major airports.

According to the GAO, an investigative arm of Congress, the mock weapons were correctly identified and intercepted in 1,923 cases, or 80 percent. Testers were able to slip through undetected in the other 20 percent of the instances.

The study had been requested by Rep. Cardiss Collins, an Illinois Democrat who heads the House Government Operations subcommittee on government activities and transportation. Said Collins: "At some airports, security personnel detected over 90 percent of the weapons that FAA inspectors tried to pass through passenger screening. At other airports, however, screeners detected less than one-half of the weapons that were carried by FAA inspectors or included in their carry-on luggage."

She said that at one major airport, security personnel failed to detect two-thirds of the test objects.

Airport screening for weapons is usually done by X-rays, metal detectors and physical searches conducted by private security guards hired by the airlines.

While the FAA agreed with the findings, saying the system needs improvement, Richard F. Lally, assistant vice president for security of the Air Transport Association, said the screening system works better than the study's findings would suggest.

"There has been only one instance in this country in which a hijacking has taken place with the use of a firearm since the inception of [the screening practice] on Jan. 1, 1973," he told The New York Times. In that time, said Lally, seven billion passengers have been screened and more than 36,000 firearms detected, leading to over 15,000 arrests.

Fred Farrar, a spokesman for the FAA, said one reason why many weapons got through undetected during the test may have been boredom, inattention and fatigue on the part of guards. Screening, he added, is not the only way to catch a would-be hijacker, psychological profiles are also used to alert airline personnel to suspicious individuals.

People and Places

Boots and saddles

Home on the range is a dream come true for former Indiana State Trooper Tom Cox, who left the force earlier this year to become a full-time cowboy in Wyoming.

Cox, 45, describes himself as a "guy that was born 150 years too late." He says that for as long as he could remember, he felt himself pulled toward the Old West and read anything he could get his hands on about it. Unfortunately, growing up in Indiana and Philadelphia did not provide Cox with too much fulfillment of that fantasy.

A member of the Indiana State Police for 20 years, Cox has been a trooper, a SWAT team member, a diver and a diving instructor. His chance to try cowpunching came last year when a friend mentioned a brother who needed some help on a ranch in Montana.

After six weeks of trailing cattle over mountains and across highways in Colorado and Montana for four different ranches, Cox came back to Bloomington to tender his resignation from the State Police, sell his house and start sending out resumes.

In the meantime, he awaited a response to the ad for a wife that he placed in Western Horseman magazine. While Cox admits that move was a bit "risque," he has been married three times and says he was looking this time for someone "oriented the same way I am."

His retirement approved, Cox landed a job at the Paradise Guest Ranch in Buffalo, Wyo., where, "as soon as I get a long lunch break," he will marry Wanda Overstreet, a 38-year-old Texas woman who answered his ad.

"We wrote letters, talked on the telephone and finally she visited me in Bloomington," Cox said. Overstreet and her two daughters, age 10 and 2, have since moved to Buffalo.

Cox will be missed on the police force, where he was "well liked and very well respected," according to Sgt. Larry Valentine of the Bloomington post.

"I just guess he found something he liked to do better," he said. "We all hope he's happy."

Leaving the force has been difficult for Cox as well. News that his best friend in the department, Sgt. John Hatfull, had been killed on the job was waiting for him



BEHIND THE MIKE: Officer Matt Weathersby, the radio voice of the San Diego Police Department, talks directly to the public on a two-hour, semi-monthly call-in program. (See story below.)

when he got to Buffalo in April. Hatfull was killed on an assignment he and Cox would have worked on together.

Behind the mike

Most police only talk over the radio to communicate with the dispatcher or another officer. The San Diego Police Department has been talking over commercial radio lately in the hopes of overcoming a "bad rap" it has taken in the community.

The call-in program, "Behind the Badge," is broadcast on KVSD, 1000 AM, on the first and third Thursday of each month from 9 A.M. to 11 A.M. According to Officer Matt Weathersby, the show's co-host, the department was looking for a way to speak directly to the public.

"The problem over the past 24 months," he said, "is that we've gotten some bad raps from the local press." The department has had some trouble lately with a ticket-fixing scandal, among other problems.

The radio show, Weatherby said, will give the department a chance to talk about itself and educate the public on what police actually do and why they do it. "If we have something to say it usually gets edited down to a 'minute 30'" on local TV news, he said.

The department chose radio, he said, because it is a live medium and both the public and the department can get immediate feedback and "get on with timely issues" without either side getting defensive.

On the air since May 7, "Behind the Badge" has already dealt with street gangs and narcotics. In future shows, Weatherby said, prostitution and vice laws will be tackled. For one program, he said, a housewife who wrote in to the program will accompany police to a special shooting course where she will engage in various shoot/don't shoot simulations.

"We're going to test her response and then bring her back on the show and talk to her: Why did she shoot the innocent, unarmed man? How did she feel? The same things people do to us," said Weatherby.

"Behind the Badge" is said to be the only regularly scheduled, police radio program currently on the air. "You might have police on local television who will say something, but it is not a regular feature. Plus, we pick the topic," Weatherby said.

Civil disservice

U.S. District Judge William Young last month threw the book at four former high-ranking Massachusetts police officers who were convicted of cheating and stealing Civil Service exams as just one part of an ongoing series of corrupt activities that also included burglarizing a bank and drug trafficking.

Former Medford Lieut. Thomas K. Doherty was given the stiffest sentence, a 20-year prison term and a fine of \$35,000. Doherty, 45, was convicted of racketeering and conspiracy for breaking into state offices and repeatedly

stealing exams along with former Metropolitan Police Capt. Gerald Clemente between 1978 and 1984.

Judge Young berated the defendants, calling them "cheaters" and accusing them of betraying their police oath. Doherty, the judge said, is the author of "a monstrous evil."

The three other former police sentenced include one-time acting chief of Somerville, Arthur Pino; acting Metropolitan Police Superintendent Nelson "Sonny" Barner and Clemente's brother, Metro Lieut. Robert Clemente. Each was sentenced to four years in prison.

A fifth man, Nicholas Salerno, a former legislative aide from Deniston, was sentenced to five years in prison and fined \$10,000. He was convicted of conspiracy for distributing 15 to 20 stolen police and fire exams.

Robert Clemente, Pino and Barner were all identified by Gerald Clemente as being in on the exam scam, in which tests scores were altered to make some who had taken the test receive a lower grade while those in on the scheme came out scoring higher.

Gerald Clemente, who masterminded the exam scheme, was a key government witness at the four-month trial.

Robert Clemente said his brother was "less than 100 percent truthful" while testifying. Robert claims he and his wife were threatened by his brother last year.

Young stayed execution of the sentences pending appeals.

Air turbulence

A public service commercial by Minneapolis Police Chief Anthony Bouza, in which he tells parents not to get divorced if they want to keep their children safe,

has been taken off the local airwaves because of viewer complaints.

Appearing on KARE Channel 11, Bouza's 27-second TV spot was part of the station's "For Kid's Sake" series of ads. The series uses local leaders and sports celebrities to "give a message of meaning" to children.

Bouza said he was told that the ad would be taken off the air because viewers commented that divorce is warranted in child abuse cases. However, Jeanne Kosek, the assistant promotion manager of the station, said Bouza's message was confusing for kids. Bouza, she said, gave an encouraging message but prefaced it by saying: "Us old grownups love to give you kids advice, but my first advice is to your parents. If you want to keep you kids safe, don't get divorced."

Children misunderstood the message, Kosek said, and calls came in from children of divorced parents who questioned the vulnerability of their single parent.

The Chief said he favors divorce in specific instances, such as in cases of child abuse, battering or alcoholism. But for the most part, he said, couples get divorced today for "mere convenience and pleasure." They are not getting enough pleasure out of the relationship, he said, and so "they want to get it somewhere else."

Kosek said there are no current plans to do any more of the public service advertisements, adding that if there were, Bouza would be asked back and could speak about divorce.

Law Enforcement News

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Law Enforcement News is published twice monthly (once monthly during July and August) by LEN Inc. and John Jay College of Criminal Justice, 444 West 56th Street, New York, NY 10019. Subscription rates: \$18 per year (22 issues). Advertising rates available on request. Telephone: (212) 489-3692, 3616. ISSN 0364-1724

What They Are Saying

"At the moment we want to try to walk before we can run."

Brian Morgan, deputy chief constable of Devon-Cornwall, England, on the attempt to devise an artificial intelligence computer program for police. (7:5)

Supreme Court jeers at DA's jury juggling



Supreme Court Briefs

Jonah Triebwasser

horse, the rider was lost. . . ."

The lesson behind this famous saying is that one crucial missing item can play havoc with an otherwise well-planned, well-executed project. Does the same hold true with a criminal trial for a capital offense? For want of a single juror, will the conviction be lost? That's the issue confronted in this week's case from the U.S. Supreme Court.

Facts of the Case

In June 1982, David R. Gray was indicted in Harrison County, Miss., on a capital charge for the stabbing death of Ronald Wojcik while engaged in the commission of the felony of kidnapping. At the actual trial, the judge began the jury selection process by assembling the entire venire, or jury pool, in the courtroom. He then formed an initial panel for *voir dire* by calling 12 persons to the jury box. After preliminary questioning by the court regarding prior knowledge of the case and of the parties involved, the prosecutor commenced his examination of the panel. As one member of the jury pool was

removed for cause or by the prosecutor's use of a peremptory challenge, another venire member was called to the box for questioning by the prosecutor. When the prosecutor reached the point where he acknowledged that he would accept the full panel as it stood, the *voir dire* shifted to the defense, which followed the same procedure. The questioning continued in this alternating fashion, with each side examining those venire members who had been called to the box since its last opportunity to inquire, until the final panel was selected.

Death Penalty Question

The panel members were questioned individually for the most part, but this took place in the presence of the others in the box as well as in the presence of all prospective jurors in the courtroom waiting to be called. As a result, venire members were able to learn the consequences of different responses. In particular, they learned what response would likely result in their being excluded from the jury. This knowledge caused difficulty during the prosecutor's questioning. He asked each panel member whether he or she had any moral scruples against capital punishment and whether he or she could vote to impose a death sentence. Whenever a prospective juror revealed any such scruples or expressed any degree of uncertainty in the ability to cast such a vote, the prosecutor moved to have the panel member excused for cause.

In one instance the court granted that motion. In eight other instances, however, the court denied the motion, prompting the prosecutor to use peremptory challenges to remove those eight panel members. After his denials of these "for-cause" motions, the judge observed that venire members perhaps were not being forthright in their responses to the prosecutor. He criticized them for expressing insincere hesitation about the death penalty in order to be excluded from the jury. He admonished them: "Now I don't want nobody [sic] telling me that, just to get off the jury. Now, that's not being fair with me."

By the time venire member Mrs. H. C. Bounds was called to the jury box, the prosecutor had exercised all 12 of the State's peremptory challenges, four of which were apparently exercised for reasons unrelated to the panel members' responses to the death penalty questions. Although the *voir dire* of Mrs. Bounds was somewhat confused, she ultimately stated that she could consider the death penalty in an appropriate case and the judge concluded that Mrs. Bounds was capable of voting to impose it. Evidently deciding that he did not want Bounds on the jury and realizing that he had no peremptory challenges left, the prosecutor asked the court to allow the State another such challenge. He argued that the court had erred in denying five or six of the State's "for-cause" challenges and

thereby had compelled the State to use its peremptory challenges against those venire members. The prosecutor asserted that, if he had another challenge, he would use it to remove Mrs. Bounds.

The judge initially observed: "Well, I think that's right, I made you use about five of them that didn't equivocate. Uh, I never had no idea [sic] that we'd run into this many." After defense counsel objected to granting the State a 13th peremptory challenge, the prosecutor urged the court to reverse one of its earlier denials of his "for-cause" motions, which would restore a peremptory challenge to the State. The trial judge responded:

"Well, I didn't examine them myself. Of course, I admit that they were unequivocal, about five of them, that answered you that way."

"Go ask her [Bounds] if she'd vote guilty or not guilty. . . and let's see what she says to that."

"If she says, if she gets to equivocating on that, I'm going to let her off as a person who can't make up her mind."

In response to the prosecutor's questioning, Mrs. Bounds stated that she could reach either a guilty or not guilty verdict and that she could vote to impose the death penalty if the verdict were guilty. Despite these answers, the prosecutor renewed his motion that she be removed for cause. Defense counsel pointed out that Mrs. Bounds' answers to the questions did not render her excludable.

You're Excused

After further discussion, the court excused Mrs. Bounds for cause, but expressly declined to

reconsider his earlier refusals to strike venire members for cause. The *voir dire* continued until both sides accepted 12 jurors in the box and two alternates. The trial began that afternoon and concluded three days later when the jury convicted the defendant of capital murder and sentenced him to death.

In an otherwise unanimous opinion, the Supreme Court of Mississippi divided on the defendant's claim that his death sentence was invalid because the exclusion of Mrs. Bounds violated his right to a fair and impartial jury. 472 So. 2d 409 (1985).

The majority explained that reluctance on the part of some venire members to serve complicated the jury selection. The majority did not discuss in any detail the *voir dire* of the venire members whom the State removed by peremptory challenge. It noted, however, that the trial court had refused to excuse several jurors who had expressed conscientious scruples against the death penalty and who had stated they could not vote to impose it. The majority offered the following explanation for the trial judge's action:

"It is abundantly clear from the record that his reason for doing so was because he believed that the jurors were simply claiming to have conscientious scruples against the death penalty so that they could be released from jury service. Confronted by what he believed to be insincere attestations of personal moral convictions, the trial court was unwilling to dismiss those jurors for cause even though their responses clearly indicated that

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Hot enough for you? Research examines crime's link to weather

It has long been known that hot weather often brings a rash of crimes. But as the saying goes,



Burden's Beat

Ordway P. Burden

"It ain't the heat, it's the humidity." That's sound advice for a police administrator who wants to predict how busy his force will be under certain climatic conditions — at least according to a pair of researchers who studied the effects of weather on crime.

Steven P. Lab of the University of Alabama at Birmingham and J. David Hirschel of the University of North Carolina at Charlotte analyzed the effects of weather on crime by comparing a year's crimes, by time of day, in a large eastern city with the prevailing weather conditions. They found that low humidity is a more accurate predictor of rising crime than high temperature. And, they added, "High humidity appears to reduce the incidence of physical activity and aggression."

In three of four crime categories, the humidity level was more important than temperature. Only for daytime assaults was temperature a greater factor. "We were very surprised," Professor Lab admits. "We expected the temperature to be most important among the weather variables." But they found that for burglaries and larcenies (day or night) and for nighttime assaults, low humidity proved to be more important than high temperature.

Lab and Hirschel also studied the effects of other weather variables on crime and found few correlations. Lowering skies may have some small effect on criminal behavior, and brisk winds seem to be associated with daytime assaults. "We don't really know how to explain that," Lab said. He and Hirschel checked the psychological literature on the subject and found nothing that would suggest why wind may trigger more assaults. Similarly, there is a small correlation between a rising barometer and assaults, but that probably relates to the humidity factor. They saw no correlation at all between crime rates and such other

variables as precipitation or the degree of visibility.

The researchers matched weather data at three-hour intervals throughout the year with police reports of crime by the hour. All told, there were about 11,000 larcenies, 3,000 burglaries, 2,700 aggravated assaults and 3,100 simple assaults in their crime totals. Originally they had hoped to cover all FBI Index crimes but found that there were too few homicides and rapes to provide reliable correlations. "We don't think dropping murders and rapes changed the results greatly," Lab said.

The researchers speculated about the implications of their findings in an article *The Futurist* magazine. For one thing, they wrote: "The clear relationship between crime and climatological factors suggests consideration of the weather in assigning police duties. Improvements in weather forecasting may allow the police to put more officers on the street when the conditions indicate the likelihood of higher levels of criminal activity. For example, reliable forecasts of high temperatures coupled with low

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Supreme Court eyes jury juggling

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they could properly be so dismissed. . . .

After reviewing Mrs. Bounds' *voir dire*, the majority agreed with the defendant that Mrs. Bounds "was clearly qualified to be seated as a juror. . . ." It concluded, however, that the defendant's right to a fair trial was not compromised by the erroneous exclusion of this juror.

The United States Supreme Court granted a writ of certiorari to consider whether the improper exclusion of a juror for cause can be harmless error.

Supreme Court Reverses

In writing for a divided U.S. Supreme Court, Justice Blackmun found that there was prejudice to the defendant in Mrs. Bounds' exclusion from the jury.

Justice Blackmun noted that, in *Witherspoon v. Illinois*, 391 U.S. 510 (1968), the high court held that a capital defendant's right, under the Sixth and Fourteenth Amendments, to an impartial jury prohibited the exclusion of venire members "simply because they voiced general objections to the death penalty or expressed conscientious or religious scruples against its infliction." 391 U.S., at 522. The Court reasoned in that case that the exclusion of venire members must be limited to those who were "irrevocably committed. . . to vote against the death penalty regardless of the facts and circumstances that might emerge in the course of the proceedings," and to those whose views would prevent them from making an impartial decision on the question of guilt. *Id.*, at 522, n. 21.

The Supreme Court has re-examined the *Witherspoon* rule on several occasions, one of them being *Wainwright v. Witt*, 469 U.S. 412 (1985), where the Justices clarified the standard for determining whether prospective jurors may be excluded for cause based on their views on capital punishment. The Court there held that the relevant inquiry is "whether the juror's views would 'prevent or substantially impair the performance of his duties as a juror in accordance with his instructions and his oath.'" *Id.*, at 424, quoting *Adams v. Texas*, 448 U.S., at 45.

"There is no need," in Justice Blackmun's view, "to delve again into the intricacies of that standard. It is necessary, however, to keep in mind the significance of a capital defendant's right to a fair and impartial jury under the Sixth and Fourteenth Amendments."

The State's power to exclude, for cause, jurors from capital juries does not extend beyond its interest in removing those jurors who would "frustrate the State's legitimate interest in administering constitutional capital sentencing schemes by not following their oaths." *Wainwright v. Witt*, 469 U.S., at 423. To permit the exclusion, for cause, of other prospective jurors based on their views of the death penalty un-

necessarily narrows the cross-section of venire members. It "stack[s] the deck against the [defendant]. To execute [such a] death sentence would deprive him of his life without due process of law." *Witherspoon v. Illinois*, 391 U.S., at 523.

Justice Blackmun noted that "[e]very Justice of the Mississippi Supreme Court expressly stated that panel member Bounds 'was clearly qualified to be seated as a juror under the *Adams* and *Witt* criteria.' 472 So. 2d, at 422 and 424. We agree."

A Question of Harmless Error

After finding that the lower court should not have excluded Mrs. Bounds from the jury, Justice Blackmun turned his attention to the issue of whether such exclusion was merely "harmless error" which would allow Gray's conviction and death sentence to stand.

"The State's argument that the erroneous exclusion of Bounds was a single technical error that should be considered harmless because it did not have any prejudicial effect is. . . unavailing," ruled the Court. Justice Blackmun noted that the exclusion of Mrs. Bounds was not an isolated incident — the State exercised its peremptory challenges to remove all venire members who voiced any hesitation against the death penalty. Thus Mrs. Bounds' exclusion took on a significant importance in the eventual makeup of the jury — so significant that her inappropriate exclusion could not be considered "harmless error."

Because the *Witherspoon* standard is rooted in the constitutional right to an impartial jury, and because the impartiality of the adjudicator, be it judge or jury, goes to the very integrity of the legal system, the harmless-error analysis cannot apply in this case, Justice Blackmun wrote. The Supreme Court has recognized that "some constitutional rights [are] so basic to a fair trial that their infraction can never be treated as harmless error." *Chapman v. California*, 386 U.S., at 23. As was stated in *Witherspoon*, a capital defendant's constitutional right not to be sentenced by a "tribunal organized to return a verdict of death," surely equates with a criminal defendant's right not to have his culpability determined by a "tribunal 'organized to convict.'" 391 U.S., at 521, quoting *Fay v. New York*, 332 U.S. 261, 294 (1947).

For these reasons, the Supreme Court reversed the lower court's ruling, vacated the death sentence imposed on Gray and sent the case back for further proceedings.

(*Groy v. Mississippi*, No. 85-5454, decided May 18, 1987.)

Jonah Triebwasser is a former police officer and investigator who is now a trial attorney in government practice. He is a member of the Bar of the Supreme Court of the United States

Black and blue marks:

Dallas PD reforms sought

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department as a whole — and particularly in supervisory ranks — to place them in those sections of the city with a high ratio of minorities.

"As the numbers [of black recruits] increase the numbers in the supervisory ranks will hopefully increase. Right now, we are a bit short in both areas," he said.

He did not take issue with the desirability of having black officers in black neighborhoods, however. "It is absolutely necessary that people within any area, are able to identify with their own kind," Stafford said. "It helps to eliminate what in some circles is called the 'chill factor' — when you walk into an unfamiliar environment and you face an unfamiliar person that you can't really identify with, there is a cold feeling there."

Ted Watkins, head of the Dallas chapter of the National Association for the Advancement of Colored People, said his organization has "no problem" with Prince. He noted, however, that the police union has stuck to a Civil Service code which disallows promotions or denials of promotion because of race. "The chief has taken that position," Watkins said.

Watkins says he favors a lawsuit which would allow promotions on an affirmative action basis.

The department has had an affirmative action program since 1979, and in terms of the program's goals, the department is "right on the button," according to Capt. Rick Stone.

Blacks Need Seniority

Since 1982, when the department engaged in an intensive minority recruitment campaign, the number of black officers has doubled, according to Stone. The department's goal, he said, is to increase the levels of minority representation across the board. "The only thing standing in the way" of blacks achieving supervisory positions "is the acquiring of seniority," he said.

But while black leaders tend to agree on the issues that demand police department attention,

there is factionalism within the minority community over leadership and tactics.

According to Alan Lipscomb, one of two black members of the Dallas City Council, it is the NAACP that "is standing in the way of progress."

The group, he said, has not done anything to try to resolve problems between the community and the police, such as police officers' use of deadly force. Lipscomb accused the NAACP of "coming aboard in the last month" on that issue, although deadly force, he said, has been a problem in Dallas for some time.

"We're talking about credibility, not one of these Uncle Tom groups set up by the establishment to come in and spy on the community under the guise of civil rights," he said.

Tops in Police Shootings

According to estimates compiled by the House Judiciary subcommittee on criminal justice, chaired by Rep. John Conyers Jr., (D-Mich.), Dallas is number one in the country in terms of the ratio of police shootings per 100,000 population. More often than not, the subcommittee found, minorities are the victims of those shootings.

Conyers held a hearing in Dallas on May 8 at the request of black community leaders who are becoming increasingly concerned over police shootings.

Last year, Dallas police officers killed or wounded 29 civilians in shooting incidents. The shooting death of David Horton, an 81-year-old resident of the Manor Apartments public housing development, sparked a march by political and religious groups. Horton was shot and killed by police when he went to investigate prowlers in the building's parking lot.

Earlier this year, another elderly black resident, Etta Collins, 70, was shot by police in her home in the mostly black section of South Dallas.

An earlier survey done by the Crime Control Institute placed Dallas third among 50 major cities in the ratio of police

shootings per 100,000 population from 1980 through 1984.

The tension between the police department and the community over the deadly force issue is not unique to Dallas, said Stafford. It has been common throughout the country "since day one."

"When you start looking at the minorities being on the short end of various circumstances throughout this nation, you will have to deal with perceptions, attitudes and a mindset," Stafford observed.

Since the hearing by Conyers' subcommittee, the Dallas City Council has approved a plan to hire a consulting firm to review the department's training and policies on the use of deadly force.

Stop 'John Wayning'

"We are saying that when they [police] come into an area, if it is not a life threatening situation, pull back, analyze, survey and take cover," said Councilman Lipscomb. "That black-and-white unit has everything in the world in it — a flashing red light for the deaf, a P.A. system that will go for two or three blocks for people who cannot see. Instead of going in and 'John Wayning,' pull back, roll out of your unit and utilize the equipment. That is what we have not done and that is what we are going to be doing."

Thirty-seven witnesses testified at the subcommittee hearing in May, most of them from outside the police department. According to Captain Stone, the department has reviewed the 14 hours of testimony and has gone over some 79 specific recommendations made by those from outside the department. "We have concurred with or already implemented 51 of those recommendations," he said.

The department has already set up an Office of Community Affairs, said Stone. "The suggestion was that the department have an office which dealt with nothing but community affairs, particularly minority affairs. We implemented that almost immediately."

Climates for crime: researchers say when it's hot and dry, look out

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humidity levels could signal an onset of increasing aggressive behavior, requiring stepped-up police presence."

Peering into the distant future, they wrote that some day it may be possible to identify persons who are most "at risk" of being affected by the weather. If that becomes possible, the next step might be to use drugs or electrical stimulation of the brain to counter aggressive impulses generated by weather conditions. They also pointed out that controlling the weather itself, if that becomes feasible, may be another avenue for reducing criminal behavior.

Lab and Hirschel noted that weather is only one of the factors related to crime. "Even studies that find a strong weather-crime relationship claim that only about 25 percent of the changes in criminal behavior are attributable to climatological factors," they wrote. "The remaining 75 percent (or more, depending on the study) of the variations in criminal activity are moderated by factors other than weather variables. Nonetheless, changes in the environment or the individual may prove fruitful avenues for eliminating or mitigating the influence of weather on criminal behavior.

Still, weather clearly is impor-

tant as a factor in crime, and not just because people gather outdoors when it's nice out. Their behavior will be governed in part by how hot it is, and even more by how humid it is. If it's hot and dry, look out.

And by the way, forget the old notion that a full moon means trouble. There's nothing to it, say the two researchers.

Ordway P. Burden is president of the Low Enforcement Assistance Foundation and chairman of the National Law Enforcement Council. He welcomes correspondence to his office at 651 Colonial Blvd., Washington Twp., Westwood P.O., NJ 07675.

Baltimore tests artificial intelligence

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technique in connection with medical diagnoses. "We then looked at our research center to see what sort of applications it could have in criminal justice," he said.

A 'Behavioral Fingerprint'

When the constabulary first tested an application of an artificial intelligence system to residential burglary cases, it fed into the system data on 111 convicted burglars. The information was so precise, said Morgan, that the behavior recorded in the system was distinctive to the individual — a sort of "behavioral fingerprint."

To record such information, he said, "We had to increase the data we were collecting at the scene of a burglary. For example, if someone broke the back of a window and got into a house, that wasn't good enough. We wanted to know how he broke that window. Did he tape it, did he cut it, did he break one pane? When he entered the house, did he have a set pattern,

did he go to certain rooms first, did he lock doors behind him, go out the back? You build up a pattern."

The researchers then matched those characteristics of known burglars against uncleared burglary cases. Using "expert rules" — the way the best detectives would go about investigating a case — the computer came up with a hit list of who might have committed the crime.

"Then we have to wait and see how many of those undetected crimes were subsequently detected," said Morgan. "We went back to those crimes and we found that of those crimes that were subsequently detected, the system produced the actual criminal who did the crimes within the first five probable burglars the system had identified."

More often than not, he said, the actual burglar was first or second on the list generated by the computer.

Once the system proved applicable to detective work, he said, researchers began working on a more sophisticated system which could do more "inferencing."

After that first experiment, Morgan said, the constabulary began working with Exeter University using American computer equipment such as the TI Explorer and the LMA Lambda, artificial intelligence languages such as Lisp and Prolog, and advanced software like Kee, Ike and Goldworks.

For the current project with Baltimore County, which is being funded by the National Institute of Justice, researchers are using the expertise of police detectives in both England and the United States. "It is very much a joint effort between us," Morgan said. "We are learning from them and they are learning from us."

Specific Clues Sought

Chief Behan said that the detectives who have the highest success rate will be chosen to work on

the project. In all, there are 22 members of the department working on the project, including investigators from other squads, crime analysis officers and patrol officers who are knowledgeable about burglaries.

The department's crime lab will play a major role in the success of the artificial intelligence system. Baltimore County lab technicians, some of whom are also sworn officers, will be dispatched to all burglary scenes with a special set of criteria that they will be used to gather information for the system's data base. "The better the data collection from the crime scene, the more it tends to identify the perpetrator," Morgan said.

Artificial intelligence has not previously been used in police work, according to Behan, who said his department is "very excited" about the project.

The Baltimore County department got involved in the project at the suggestion of NIJ. "When they [British police] came over here and talked to NIJ," Behan said, "NIJ suggested they contact us because we have been at the forefront of many of the changes in policing taking place in this country. They felt we would be receptive. When I heard the story from Brian Morgan, I was immediately interested and convinced it was an experiment worth undertaking."

Twin Project Goals

One of the obstacles to overcome, Morgan pointed out, is that the system is being developed "against the backdrop of two different criminal justice systems." While a burglar is a burglar and

the crime may be the same in both England and the United States, the criminal justice systems that deal with the investigation and prosecution of crime are different to one degree or another. "You have to be sure the computer system can cater to two different criminal justice systems," said Morgan.

Moreover, the work developed on artificial intelligence was done on highly sophisticated, very expensive equipment. If the system is to be widely accepted and accessible to law enforcement, it must be made adaptable to more modestly priced, more user-friendly hardware.

"Those are the twin objects of the projects," said Morgan.

Morgan and Behan envision the system as having multiple applications in law enforcement. Said Behan: "If this works, and we believe it will, it will branch out into all forms of crime, no question. If we can do this in burglary, where you seldom ever see the criminal, it's got to work much better in robberies and crimes of violence where you actually see the person that attacks you."

Right now, however, the system is only a research project, as Morgan stressed. "What we want to do at the moment, because it is a complex project, is get it right. We want to concentrate and learn from the experience here with residential burglaries. Ultimately, some of the techniques we are developing will have applications to other crimes, but at the moment we want to try to walk before we can run."

Goetz acquittal seen having little impact on transit policing

Continued from Page 3

matters under control. One of the biggest problems transit police say they face is a communications system that is simply not suited to underground use. "There has been considerable work on the radio system for transit police," said Al O'Leary, a spokesman for Acting Transit Police Chief Vincent Del Castillo. "While there are still problems, it has vastly improved over the last few years."

Being underground, he said, is a "hostile" environment for radio communications. "It was never designed to have radio communications. You are talking about incredible amounts of steel and concrete."

The need for improvements in the transit police radio system was pointed out dramatically in 1984 when a female officer was shot and killed after she was unable to call for help over her portable radio.

In addition to an inadequate radio system, said TPBA president McKechnie, transit police must also maintain order on the subways within the framework of an "archaic" deployment plan. The transit force, which is the sixth largest in the nation, is the only one which still maintains in-

dividual patrols.

With the exception of a K-9 unit and some additional undercover deployment tactics, the way crime is fought on the subway has not changed "since the year of the Flood," said McKechnie. "We are still playing open-handed poker with a criminal who is playing closed-hand."

While O'Leary concedes that the department would like to have more uniformed officers and plainclothes details on the system, "we have to work within certain restraints," he said. "It would be nice to have a Transit Police Officer assigned to every subway station and every subway car in the system. Is it realistic? No."

The Goetz case refocused attention on the use of civilian crime-prevention patrols in the subways. The Guardian Angels, an organization whose safety patrol activities pre-date the Goetz incident, is still keeping an eye on things aboard the subways, while New York City civil rights leader Al Sharpton has joined with a number of black church leaders to form and deploy another group of citizen patrollers for the trains.

McKechnie, who opposes the civilian patrols, said only time will tell whether there will be such groups protecting subway riders. He insisted, however, that such patrols have not proved to be a real deterrent to crime. "We need civilians as the eyes and ears of police, but I get concerned when they take that one step beyond and try to become a law enforcement branch."

Could a situation like Goetz's occur again? McKechnie doesn't rule out the possibility.

"It could happen if we had

50,000 cops on the subway. You get a person who's a little paranoid about their safety in the subway, who's carrying an illegal weapon and feels they've been approached by someone in a manner that's life threatening. Sure, they'll shoot. Will it happen again? Possibly. Will it receive the notoriety? Probably not."

Super snooping?

Expansion proposed for NCIC

Continued from Page 1

"suspects names are put into the system and how in the world are you going to get it out?"

Members of the NCIC advisory board see the proposed expansion of the system as just another tool to help law enforcement. According to W. Gray Buckley of the Colorado Bureau of Investigation, the panel is not "talking about any big, new surprises."

Pointing to the proposed linkage between NCIC and IRS records, Buckley maintains that such a file would simply include data that Congress "mandates as public information." The panel, he said, is not talking about collecting dossiers, but rather is concerned with using the information already on hand.

Buckley said he appreciates the "extreme" reaction of civil libertarians, but added that he does not see "anything in the Constitution that says we have to give up when we come to a state line, or wait two weeks" before going after someone.

"Most of the people we work with support what we're doing," he said.

Guidelines Not Discussed

The concerns of civil libertarians are premature, according to Col. Carl R. Baker, deputy superintendent of the New York State Police and a member of the advisory board. "There were over 246 concepts and the only thing we voted on was whether these concepts would help law enforcement if they had an interstate effect."

The panel did not discuss procedural guidelines, said Baker, who added that the board members are just as concerned about civil rights as everyone else.

The advisory panel is made up primarily of state and local law-enforcement officials. Ten members were picked by the Director of the FBI and the others were elected by state and local users of the computer network.

The recommendations made by the panel are subject to review and approval by the FBI, noted David F. Nemecek, a Bureau official. The agency hopes to make its decision on the proposals by next year. The expanded system is intended to be responsive to law

enforcement needs through the year 2000.

Representative Edwards acknowledged that the NCIC expansion would provide law enforcement with more investigative information, but said that slight edge "certainly would not justify such a violation of people's rights."

Edwards: No Linkage

Edwards is also adamantly opposed to linking NCIC with other Government files. Such a move, he said, would turn the NCIC into a "national data bank on every American." He said such a move, which he described as "Orwellian," was considered and rejected by Congress more than 20 years ago.

Edwards said he will be drafting legislation to establish some controls on the crime-data system. "We are not going let [the expansion] take place," he said. "We are going to generate support with hearings and what we are doing now. Business groups are going to be against it, bankers and lawyers are going to be against it. It is not going to have a lot of support."

Reminder to readers:

With this issue we begin our summer publishing, coming to you once a month during July and August. We will resume our regular semi-monthly schedule in September.

Goldstein:

Priorities for big-city police management

By Herman Goldstein

One need only read the morning paper out of a major city to know that policing is a matter of survival from one day to the next, with the overwhelming crime problem, where what is unusual for others is routine here, the intense interest generated by any one case that can consume the energy of the command staff and totally preoccupy them for periods of time, the enormous potential for racial conflict in a large city and the kind of pressures that that creates, where the very equilibrium is dependent upon police actions — not to mention all the problems in the internal administration of the department. One can stand in awe of the complexity of pressures of large-city policing.

I'm troubled that these conditions

have led some to take a somewhat pessimistic perspective of large-city policing. In some quarters the large city is written off as an impossible situation. All they can do there is hold the fort, and it's unreasonable to expect change to occur in a large city. The most cynical view is an assumption that whatever change does occur is likely to be a superficial, token gesture. It's not likely to survive because the working environment does not change, and unless the environment is radically altered, it kills off and rejects change.

Those of that perspective would contend that significant change in policing in this country will occur in middle-sized and smaller communities, where they have the luxury, time, opportunity and a much more relaxed kind of situation

where experimentation can occur. Indeed, a great deal of significant change is occurring in middle-sized and smaller communities in policing these days. And it's not superficial. There's a new kind of openness, a new kind of creativity, and abandonment of much of the defensiveness that we've associated with policing in the past. Some have labeled it a quiet revolution.

That's very exciting, and I've observed a good deal of that. I also find it a bit troubling, because it's a sort of inverse relationship, that there are these enormous resources, ideas and time that are coming to the fore in these smaller places, but the problems are so relatively insignificant compared to those in the large cities.

I reject the notion that there is a lid on improvement, that we're hopelessly committed to merely surviving. Not only do I reject that, but I think we've seen demonstrated in the past few years a number of striking new initiatives. But given the nature of the problems, my own view is that that's just not enough. The large cities should be the leaders in the police field — not just in experimentation, but in articulating the most critical needs, in setting priorities, in spelling out the most advanced philosophy and theories of policing.

There's a need for introspection, for looking analytically and critically at the

much fuller involvement of community; a much fuller involvement of rank and file in the operations of the department; a greater commitment to research and development, and a greater commitment to executive training and the overall development of leadership. The first three relate to the style of management, to a style of policing. They're changes in approaches, in operating philosophy. The last two take the form of internal commitments that support and are necessary for the first three.

At the heart of the work I've been doing in so-called problem-oriented policing is the basic point that the administration of police departments has not given adequate attention to the problems that the police must handle, the business of policing. Instead, we have been diverted to concerning ourselves with the running of the organization. What do I mean by business? I'm talking about the specific behavioral problems that the police have to deal with. What can police departments do about child abuse, about street robberies, about peddling on the streets, about all of the order-maintenance problems? As we well know, police departments have been "incident-driven" — that is, they respond to the incidents that occur each day and they deal with those things as incidents. We are not in the business of collecting those things and looking at them as problems, and stan-

Other Voices

A sampling of editorial views on criminal justice issues from the nation's newspapers.

Fight crime with police, not vigilantes

"A jury has acquitted Bernhard Goetz, the man charged with gunning down four youths in a New York subway. Is that verdict a signal to would-be vigilantes to take to the streets armed to the teeth? A much larger jury is still out on that question. The jurors who acquitted Goetz of all attempted murder and assault charges did more than provide a triumphant end to his 2½-year journey through the criminal justice system. They voted no confidence in the law enforcement agencies paid to protect them. The 39-year-old electronics worker was judged by a jury of his urban war-weary peers. Six of the 12 were crime victims themselves. Those jurors shared his fear. They decided that what Bernhard Goetz did to defend himself was reasonable. No doubt those who thought Goetz acted reasonably have the same nightmare of thugs and punks who roam the streets and subways, terrorizing defenseless citizens. But a worse nightmare is that rising crime rates and personal fear will infect cities with pistol-packing paranoia. Those who fear the verdict will inspire vigilantes in their towns must ask tough questions about the criminal justice system. Does it work? Does it make people secure? Instead of squandering money on cheap handguns, taxpayers should demand and pay for more police in high-crime areas, more efficient courts and extra jail space. Thugs doing hard time in hard cells make streets and subways safer. Ordinary citizens tucking pistols in pockets will only escalate a war that sheds innocent blood. The Goetz verdict was more than an indictment of an impotent law enforcement system. It was a plea from the front lines for reinforcements."

— USA Today
June 18, 1987

Is a verdict a judgment?

"The jury verdict on Bernhard Goetz came in with something like the frightening, ominous rush of a subway express train. Some New Yorkers — and not only blacks — will question whether the verdict was just. They may wonder anew whether the criminal justice system is evenhanded, according equal justice under the law to black and white alike. Others may take the verdict to mean that vigilante justice is permitted, even condoned — that they can carry an unlicensed gun and dispense justice themselves. These judgments would be an error — in more ways than one. In truth a jury verdict often can only speak to a particular case. In this case it was that Goetz was innocent of all but the most minor charge. But in many far less publicized cases every day, defendants — white and black — are found guilty and sentenced to jail. Yes, there is too much crime in New York's subways and yes, much more must be done to assure public safety. No one needed the Goetz trial to prove that. Those charges were true long before Goetz came along — and the problems are, sadly, likely to remain with us long after his name fades from easy memory."

— New York Newsday
June 17, 1987

Goetz goes down for one sure crime

"It is folly to second-guess jury verdicts unless you sit through every dreary minute of evidence and argument. After seven weeks of trial and 32 hours of deliberation, the jury found Bernhard Goetz guilty of a single count of illegal weapons possession, a serious charge. So be it. For the sake of precedent, for the sake of deterrence, Goetz should have to serve prison time — some significant part of the maximum seven years possible under the charge of possessing an unlicensed, loaded firearm. To leave Goetz unpunished would be for society to declare to all that there is no prohibition against gun-toting — and blasting away — in subways and salons, in barrooms and back alleys. Goetz is a criminal, not a hero. Not a redeeming conscience. Let that not be forgot."

— The New York Daily News
June 17, 1987

'The large cities should be the leaders in the police field — in articulating needs, setting priorities and spelling out the most advanced philosophy of policing.'

nature of large-city police agencies. When Sir Kenneth Newman assumed command of the London Metropolitan Police, he published a memorandum to his force in which he summarized four points that were highly critical of the Met. He said:

"First, because of badly defined roles, large parts of the organization often work toward their own ends rather than toward a shared purpose for the Met. Secondly, too much energy and effort are wasted in keeping the organization going, instead of serving the main line job of policing. Third, the size and power of the command staff is strangling the force, taking up valuable manpower and placing unnecessary demands on those that are left. And fourth, finally, there's a tendency for our organization to try to cope with problems through superficial changes in the bureaucratic system, rather than looking for real solutions."

Those are very penetrating insights into the pathology of large-city police agencies. And I think one can make some of those same observations about large-city agencies in this country. With those thoughts in mind, what would I recommend as long-range priorities that might bring a large-city police agency out of that kind of a situation? Knowing the numerous things that one can identify, I limit myself to five: a greater concern with substantive problems; a much,

ding back and asking ourselves the question, "What are we doing about it now, and what might we do that is more effective?" We are committed to reacting, and there is this obsession with efficiency and control. To the extent that that occurs, we have lost sight of our end objective.

What that means when we talk about priorities is a radical kind of reorganization, a change in the way we think about the police job. We must get everyone to constantly ask what we are doing about recurring, substantive problems, and how might we do better and deal with them in a more effective, permanent manner. We're talking about an encouragement of thinking not just at the top — which I see reflected in the form of the initiation of studies and inquiries of a very sophisticated nature — but also at the bottom and everywhere in between, so that the officer's perception of his or her job is not simply dealing with the incident, but "What does this say in the way of a problem," and "What might I do beyond just the handling of the incident." This calls for much more of a

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Herman Goldstein is Evjue-Bascom Professor of Law at the University of Wisconsin-Madison. The preceding article is adapted from a remarks delivered at John Jay College of Criminal Justice in May.

As Sgt. Joe Friday of *Dragnet* used to say, "This is the city." In this case, the "city" is only several blocks long and one or two wide. It has a population that varies from several hundred to a few thousand, and offers all the amenities that one would expect of the average metropolis: gourmet restaurants, hotel services, bars and night clubs, diversified recreation (including casinos) and, of course, security services — policing. Where is this cosmopolitan hamlet? Most of the time, it's somewhere between Miami and South America.

The city is actually a Caribbean cruise ship, and in this age of terrorism and high-tech criminality, cruise ships are as subject to crime and disorder as the cities whose populations and services they mirror. Most of the crime is of the petty variety — drunk and disorderly conduct, simple assaults and petty thefts, an occasional misdemeanor drug-possession — and terrorism could safely be called non-existent if not for the hijacking of the ship *Achille Lauro* in the Mediterranean in 1985, which involved the death of one passenger. Still, despite the comparative comfort, security and safety offered by these sailing "cities," police services — mostly of the "watchman" variety — are very much a part of the admini-

strative scheme of things.

For a close-up look at crime and policing in the cruise-ship business, *LEN* focused on two vessels that ply the waters between Miami and various Caribbean ports of call: the *Costa Riviera*, of Italian registry, and the *Song of Norway*, of Norwegian registry. Aboard these two ships, and others like them, the de facto chiefs of police are the captains, or ships' masters. Of course, these chiefs, not unlike their brethren ashore, must be well versed in many more areas than mere law and law enforcement. Chief Senior Officer Per Kjonso of the *Song of Norway* and Capt. Elio Mandrilli of the *Costa Riviera* are long-time veterans of their professions, having entered in their mid-teens, and their training and experience are extensive, in both depth and scope.

Aboard a cruise ship, security comes under the general heading of safety, and the paramount concern aboard any liner is the safety of the passengers, crew and ship — in that order. The policing demands aboard ship are somewhat of a cross between law enforcement and private security. The captains must concern themselves with such matters as an ever-changing service popula-

tion, jurisdictional and territorial concerns, inspections and contraband control, communications, contingency planning, gambling, cargo security, and lately, hijacking, hostage-taking and terrorism.

As Mandrilli and Kjonso are quick to point out, much of their concern with regard to law enforcement will necessarily entail interacting with local authorities in one port or another. They must know when to turn a passenger over to the custody of shore police and when to resort to confining a disruptive passenger to his or her quarters. The captains have a variety of options available to them that are not within the standard procedure manual of land-based police — options like warrantless searches at the captain's discretion, summary dismissal of employees with no right of appeal, and confining a passenger in irons, if necessary — and it's up to the captain to know just when to employ these options for the good of the other passengers, the crew and the ship. Safety is the number-one concern aboard a cruise ship, but passenger comfort and pleasure run a strong second, and any captain will stress that law enforcement and order maintenance are seen to with one eye on a good time being had by all.

Security on the high seas: A special double interview

Per
Kjonso

Chief Senior Officer of
the S.S. *Song of Norway*

Elio
Mandrilli

Captain of the S.S. *Costa Riviera*



Above: Chief Senior Officer Per Kjonso (main photo), Capt. Elio Mandrilli (inset).

Law Enforcement News interview
by Robert J. Dompka

LAW ENFORCEMENT NEWS: Although the details of local laws are generally known to a workable degree by most local police officers, admiralty law would probably be foreign to them. Can you talk briefly about this area of the law as it applies to you, your passengers and your vessel?

KJONSO: Admiralty law is divided into various subject areas such as harbors, salvage, affreightment and the duties and rights of masters and seamen. As these laws pertain to control by ships' masters they are also known variously as Seamen's Acts and are virtually the same in every seagoing country. These acts apply to anyone on board a ship with different degrees of control over passengers and crew. For example, the Seamen's Act reads: "Any person who is on board is obliged, regardless of what has been established, what their position, to carry out to the best of his/her ability, any work or assignment which the ship's master deems necessary for the security and safety of those on board." If it is necessary for the maintenance of order on board, the master "shall insure obedience by the use of force. If the ship is in danger or an emergency arises, it shall be

permissible to use any means necessary to insure order and obedience." As to the master's duties if felonies are committed on board, "If a punishable act of a more serious nature is committed on board and the ship is not in a port the master shall as soon as possible undertake an investigation, secure evidence and prepare statements. If the felony is committed on foreign soil and the felony is prosecuted by local authorities then no action is taken. The master shall take every precaution that the suspect does not escape while the case is being referred to the police. The master may have the suspect placed under arrest or use other means of coercion, but the master must not treat the suspect more harshly than is necessary for the purpose."

There are also investigative committees, rules of procedure, rules of secrecy and rules of information set out in more detail, and the general recognition of citizen rights is addressed.

LEN: Have you ever been asked to intervene with local authorities for a guest from the ship?

KJONSO: This is not uncommon, but we are not responsible for a passenger's actions ashore. We do appear and admit that they are passengers or that we will take them back aboard, if the offense is minor, they are not a threat

and they are released. We assume no responsibility in these cases. Most of the cases are extremely minor and we act more to identify them as a passenger only.

LEN: Do you maintain a liaison with other agencies that have mutual jurisdiction or interest in specific matters?

MANDRILLI: We are dependent upon and work very closely, by law and by design, with the United States Coast Guard. We have a working relationship that is very active wherever the ship will put into port. Local police are always aware of ship arrivals to handle the passengers, give information or direction and to keep order among the natives who may work around or near the docks. Many of the ports we visit have a low economy and the passengers have money, are there for a limited stay and are dependent on local services. Particularly the transport industry — cabs, buses, auto, cycle rentals — if not regulated could be a source of great theft and improper charges.

We are also concerned about a great variety of legal, logistic, administrative, health, safety and other matters. Because of these relationships we have established excellent lines of communication and support. In a legal case, for example, if a person being held, in custody, on

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'Potentially harmful groups, be they terrorists, religious fanatics or mentally incompetent, cannot be wholly guarded against. If they bring concealed weapons we have no way of knowing. Our only defense is alertness.'

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board ship, for any reason we would immediately contact the closest local authority, determine jurisdiction, arrange transport and turn that person over to local police authority under the law.

LEN: Doesn't the ship's captain have the right to take action aboard his vessel?

KJONSO: On the seas the captain is the supreme commander according to admiralty law. His word is absolute. The captain does not try, adjudicate or punish, and so in this regard we deal with local authority. One must remember that sea captains are men of long experience and training; they have passed tests on navigation, safety and security. We also look at the complexities of the law. Inasmuch as we are dealing essentially with agreements between many signatories you can understand the complications. Therefore any breach or apparent breach of the law is handled most discreetly, carefully and deliberately. This is not to indicate any degree of difficulty or insurmountability. It's just the recognition that legal situations are of a gravity that requires the professional to be very deliberate in any action taken because of the consequences.

The lessons of Achille Lauro

LEN: Most people are familiar with the hijacking of the cruise ship Achille Lauro in the Mediterranean, with the accompanying murder of one of the passengers during the incident. How did this act of terrorism affect security aboard your vessel?

KJONSO: As you'll recall, several terrorists came aboard as passengers, and so worked from within the ship. Others came from outside and boarded the ship to assist those already aboard. They held the crew at bay with automatic weapons and the threat of death to the passengers. The incident caused considerable stir in the industry. Everyone was aware of piracy on the high seas and it has made good copy for centuries. This act merely caused us to tighten our security. We look first to the passenger and so instruct the crew that they are not to take any precipitous action which could cause an injury. We have sessions with all officers regularly about handling humans who act in some unusual or potentially harmful manner. Potentially harmful groups, be they terrorists, religious fanatics, political tools or the mentally incompetent, cannot be wholly guarded against. We make no check whatsoever on who comes aboard as a passenger, as long as they do not do something very obvious. If they bring on concealed weapons we have no way of knowing. Our only defense is alertness, to look for something out of the ordinary.

LEN: Do you take precautions against poisoning the ship's water supply, contaminating the air or the food?

KJONSO: Of course. We restrict the access to the engine room, air conditioning system, water supply and food and drink supplies. But that is only the normal access. Who is to know what new and unusual methods and means exist if one is bent on death or destruction? Even sabotage is a factor. A disgruntled employee could cause considerable harm.

Watching passengers' actions, a natural action on the

part of the entire crew, is also a part of their job, and they are reminded of this in general meetings. Our crew watches them in order to help, to give information, to direct them to the next activity or place on the ship. Our crew is trained to watch, anticipate and help. In this way we can catch many people off guard and forestall any potentially dangerous or harmful action. At least we like to think we are always alert and ready.

LEN: But isn't there a chance of complacency?

KJONSO: That could occur, but we do discuss just this phenomenon. We have violations which are peculiar to the sea, such as stowaways, so we are always on the alert for something out of the ordinary. Our approach is a simple but effective one: Who is asking the strange question? Who does not dance? Who does not talk to other passengers? Who does not drink or socialize? When other activities go on, who is going against the tide? This is not to say that we force any activity. If you care to do nothing, do nothing. I am just pointing out that this would alert us to a person who is different and perhaps needs watching. Again, it's more to help them have a pleasant cruise than to interfere.

Vigilance forestalls trouble

LEN: So your best defense is close observation?

KJONSO: Certainly. Any person on patrol, whether a policeman or our watchman, is aware that constant vigilance can forestall a great deal of trouble. If a person is involved in some form of questionable activity we cannot hope to observe all the action, such as smuggling, drugs, etc. We are too large a complement and we are a moving community, literally transporting an entire town from close proximity to one town to close proximity to another town. There are cultural changes as well. We have a floating hotel, bars, night clubs, recreation areas, restaurants, ships, gambling and all the problems that these enterprises individually attract. Containing these in one large area and moving physically from one place to another brings special problems. There is the large physical responsibility, and though we are not police we must watch. We do not have a formal patrol, except duty watch services, but the crew are the patrol as they move about doing their assigned duties.

LEN: What do such watch services consist of?

KJONSO: We have personnel who must walk about the ship inspecting all areas for fire, security, safety hazards and other dangers. There are electronic and mechanical means to insure that these watchmen pass given check points throughout the vessel on a scheduled routine. This is a valuable protection. The vessel is divided into 60 zones, and each employee aboard is restricted to certain zones according to his or her assignment. It may seem like a lot of territory to know but it is very simple and learned quickly by all. This is company

'Any person on patrol, whether a policeman or our watchman, is aware that constant vigilance can forestall a great deal of trouble.'

rule and violation could mean dismissal. If a crewman is seen out of his zone it is obligatory that it be reported by anyone who observes. Usually if someone is out of zone another crewman will remind them. This kind of personal control is constant and effective. By the same token, if a passenger is seen in a restricted area he will be challenged immediately and escorted out. This kind of control is exercised as a service to the passenger, but it may also alert the officers that someone should be surveilled.

LEN: As a result of the Achille Lauro incident, have you taken any unusual steps to insure that you will be ready should this happen to the Costa Riviera?

MANDRILLI: These cases are complex and most of the work is within the front offices, within the legal offices. We have participated in a training exercise with your U.S. Marines. The scene was a boarded vessel taken over by terrorists and this joint exercise with the Marines and a number of other authorities effected its rescue. I am not at liberty to discuss any of the details but it does indicate that we are doing what we can, and there have been other changes which are more directly applied.

LEN: Are these changes in policy or control?

MANDRILLI: This incident caused ship owners to relook and re-think their security measures, examine the procedures and see what needed to be strengthened or changed. Each line seemed to issue some changes. Most of the direction was in the form of a philosophy, a recognition of the captain's duty to protect his passengers, primarily through prevention, alertness, readiness and awareness of any negative force. We had meetings and discussion between officers and crew about what would be done in which station. Statistically the chances of this vessel being taken as hostage is very limited. However, it does exist and we recognize this. Taking a worst-case scenario, we have assumed it would be taken and then we made some very specific changes.

Target hardening

LEN: Have there been any changes in physical control?

MANDRILLI: Some are internal procedures and control — seemingly minor, perhaps, but tightening up. Others are more obvious, such as passenger control at the gangways. Now when a passenger leaves the ship at a port they are given a boarding pass, without which they do not get back on the ship except after a close and



One person at a time is the rule at gangways, to insure that ship's personnel can scrutinize those boarding.

personal encounter, further identification and proof of the right to come aboard. There is no question that these passes could be lost, stolen, given away, and the system has flaws, but we must also remember our purpose for being in port is to permit the passenger time to visit. We do not search or even scan for weapons; we just look for the very obvious. We now have ship's officers at the gangway to greet each passenger. We have restricted the size of the gangway to allow easy passage for only one person at a time. We have installed better lighting so as to plainly see each arriving passenger. We have installed camera mounts so as to take a picture should we see the need. Our gangways are manned by personnel with walkie-talkies tuned to channel 11. This channel is monitored by the local port authority, the Coast Guard and the local police. There are some exceptions to this general routine, which is demanded by the logistics of a particular cruise, port or port authority.

LEN: What about all the visitors at bon voyage parties and so forth?

MANDRILLI: Unfortunately we have closely controlled and limited visitors aboard the vessel. We went from an open attitude with the many calls for "all visitors ashore who are going ashore" to controlled

LEN interview: Security on the high seas

visitors with a numbered card, collecting when they left and then announcing the missing numbers until all were accounted for. This proved unworkable and of little real value. Now visitors must have a special pass, they must present photo identification and a specific reason for the visit. The purpose is not just to "see someone off," but must be more substantial, each judged on its own merit. Their movements are then somewhat limited and they are personally accounted for upon disembarking. Additionally, at the Port of Miami, from which we sail weekly, there is now an armed and uniformed officer restricting passage to the liners. The passengers are checked for admittance against their paid receipt/boarding pass by ship's personnel, with the sworn officer standing nearby to insure that only those passengers admitted to get through. We thoroughly dislike restricting visitors; it affords us an opportunity to show off our beautiful ship.

LEN: Are passengers given any kind of search, either a hand frisk or something electronic or magnetic?

MANDRILLI: No. We do look at each passenger but we do not search any hand luggage, purses, cases or the person, and we do not employ metal detectors.

LEN: That takes care of the passengers. What about the crew?

MANDRILLI: Crew members must exit through a special gangway and they have a roster against which they are checked. They have very strict regulations about what may and may not be brought aboard: no drugs, guns, liquor or contraband. We post contraband notices from lists obtained from each country we visit, usually listing drugs, weapons, monies, agricultural products, artifacts, etc. Although we each know each other, and the arrival and departure is generally in a spirited and jovial mood, the function is carried out under a closely controlled and monitored procedure.

Discretionary 'protective surveillance'

LEN: But surely you do more than simply follow an established gangway procedure?

MANDRILLI: Again, we rely on prior knowledge gained from other sources. Just as your U.S. Customs officers are able to find contraband aboard a ship as large as the QEII with only a few hours to search, we employ other means. There are informers — not paid or set in place, but the crew must live in very close quarters and they are never far from another crewman or officer. It's very difficult to control large amounts of anything — difficult but not at all impossible. So again we rely on rumor, vigilance, observation and assignment control. We do these things not so much to find violators, but out a feeling for our crewman, fellow worker and friend. This is employment which is desired and violators can be summarily dismissed. This is a great deterrent. We know our personnel by face and name, and this is a great protection and additional deterrent.

If something is brought aboard, it frequently is found on routine inspection. We follow many Coast Guard rules, and that includes entering private assigned spaces at the captain's discretion without the person who occupies that space giving permission or even being made aware of the inspection. During these protective surveillances we may find something that is illegal or not allowed aboard ship, or it may alert us to specifics which would cause a closer control of a person's movements.

LEN: Apart from the Achille Lauro hijacking, what's the worst case of a criminal nature that you've had or heard of aboard a cruise ship recently?

KJONSO: We have not had anything of this nature ourselves, not even on our line, but we did hear of a case of murder aboard ship last year. In that case it was a matter of two passengers who started fighting and one stabbed the other. The person was subdued and held for police. The routine problems are drunks and small fights. I don't like to say fights, because usually they end up with a pushing which is broken up by a friend or crew. These things occur between family or friends, for the most part. The answer is to have them separated quickly or in any case taken to their cabin and talked to.

Casino ripoffs are not too likely

Shipboard casinos would appear to be a lucrative target for any would-be thief on a cruise ship. But according to Giuo Gaeta, casino manager aboard the Costa Riviera, appearances can be deceiving, as he told Law Enforcement News.

"The money is kept in a locked, caged area and only chips are used on the floor, except for the slot machines, which take coins. We give change and this should be the only cash out in the open. It takes large amounts of quarters, and the dollar pieces are so heavy that should anyone attempt to steal them they would soon realize it's not worth it.

"The cage is very closely watched, alarmed and controlled. The greatest concern is transferring money to and from the cage. This is done only when in port and then it is carried out by an armored car company. The amounts are really very small in relation to shore casinos. Opportunities to steal would be greater on shore and the getaway much easier.

"In my time of employment we haven't had a major theft attempt on ship, although there have been a couple of incidents involving small amounts of money — a person trying to take the money being transferred from the crap table to the cage or the 21 table to the cage after a particularly busy night. In each case the person was drunk, and was arrested, held and prosecuted. Where could he have run to? They weren't thinking and must have been pretty desperate. Desperate people do desperate and usually stupid things.

"Our greatest concern is pilferage, stealing from within. Our employees account to a zero-sum principle, no error. We watch very closely. Our employees

are searched, restricted in what they wear so as to avoid concealment, and every move when they touch or handle money is closely outlined and controlled. A hand never goes to a pocket — never, not even for a handkerchief. Pockets are restricted. Bills at the tables are handled with a pushboard, chips are counted and there is no error factor. Money is transferred on signature and never by just one person. Every action is watched and understood or investigated and explained. From actual experience around the tables and slots you come to know people, to spot those there for fun and games and those who may have another purpose. You give your attention where it is needed."

But could a highly professional thief or gong of thieves raid a ship at sea, rob the casino and jump overboard for rendezvous with a fast speedboat, as is depicted from time to time in the movies? Gaeta thinks not.

"This could happen — in the movies. Where can the thief go? A speedboat alongside? The cost of the boat rental and the penalty for theft on the high seas would tell anyone with brains that it was not worth it. This has never happened, to my knowledge. Any robberies or attempts of which I am aware — and I've been in this business a long time — took place when an apparent opportunity presented itself. There wasn't much thought involved, not much money involved, and it was unsuccessful and usually involved an insider at a low level of employment. There really isn't that much money to be gained."

We remind them that the captain is in command and will not tolerate disruption. This works almost 100 percent of the time. Should they continue to be disruptive, they are confined — forcibly, if necessary — drugged (we have a doctor aboard) and/or bound in an isolated cabin, guarded and then turned over to authorities at the next port of call, never more than a day away. They are usually provided passage to home port or charges are signed by the captain's representative. If action becomes this drastic, we are in consultation with our legal affairs offices, just as your police officers would be.

LEN: Are there any problems arising from men chasing women — or vice versa — considering the abundant opportunities aboard a cruise ship?

KJONSO: There is considerable mixing and mingling, and ladies do wear attractive clothing and there is some

say honestly it was passenger from passenger. Occasionally a crewman. We turn the violator over to the authorities with the results of the investigation. We will prosecute, but all this is really very rare in the cruise business — much more than outsiders would believe, even when I tell them this.

LEN: Your floating town also includes legal gambling. Are there problems attendant to the casinos aboard?

MANDRILLI: We do something that all of the successful intelligence agencies in the world do: We compartmentalize. Most of the functions on this vessel are individually owned and operated. The shops are a concession, and the bar also. The casino rents space from us. Each is under close control by someone who has a specific interest in it, and this means closer watch. The captain is still in full command, but each of these en-

'We follow Coast Guard rules, and that includes entering private spaces at the captain's discretion without the person who occupies that space giving permission.'

drinking. We try to create a convivial air and sometimes some people go too far. If someone becomes overly aggressive, we usually counsel quickly to calm the situation. This is one reason you will always see an officer at the bar, at the dances, at the places where guests mingle. It happens to an assigned duty as well as one of the pleasures of the job.

LEN: What about theft?

KJONSO: The ship provides private safes for valuables, and very little money is used aboard ship except in the casinos. The greatest access would be the cabin stewards, who are our oldest of crew in time of employment and the most trusted. We do have reports of lost or stolen things. Our purser's office takes the complete report and conducts an investigation from the facts furnished. We have found evidences of theft, and I must

titles watches its own space. [See accompanying article, this page.]

Shipboard drug problems

LEN: Drugs are everywhere these days as a major police problem, and it would seem to be so too on a cruise ship, particularly one that sails to Caribbean ports. Has this problem surfaced on board?

KJONSO: True, recreational drugs have been found aboard, but in relatively small amounts. We have not had any evidence that there is any kind of a ring or professional sale. When we have found any drugs they were confiscated and the passenger warned. If continued use is uncovered the passenger is confined and then removed from the cruise and returned to the home port. If we evidenced any drug sales we investigate and turn the

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Priorities for big-city police management

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commitment to systematic analysis, in which we explore the things that we're dealing with, take greater interest in them and are constantly asking, "What do we know about it and what might we do that might be more effective?" This leads us on an uninhibited search for alternative resources — and I would push for custom-made alternatives, custom-made responses that are designed to deal with the specific problems that we're called upon to handle.

That takes the police out of the traditional mode and encourages initiative, creativity and the use of resources in the community, and it makes of the police a much more proactive organization, in which they are advocating and promoting new responses to problems. My frustration in advancing this concept stems from a failure in some quarters to recognize that it's not something that is done peripherally by some unit at police headquarters. It is a way of thinking that hopefully will permeate an entire organization, from the top all the way down to the officers on the street.

The second priority for the large-city police agency is redefining the perspective of police vis-à-vis the community. From the analytical, theoretical perspective, it's sometimes difficult to get a handle on what is going on under the label of community policing. What I would suggest, at the risk of oversimplification, is that there is an overall perspective that describes this second priority, which also calls for a major change in focus in the administration of departments.

To do this you have to stand back and look at the history of policing. We moved from a very long time ago, in which the communities did it for themselves, to the point where they hired police officers to help with the job. What has happened over this long period of time is that the community has totally abdicated and the police have taken on the entire job. Subconsciously within police ranks there's been an awareness that police departments could not do the job unless they encouraged the feeling that they are capable of doing everything. They had to create an image of omnipotence. Their effectiveness depended on that image. They worked hard to do this, and it's reflected in various ways.

We talk about alienation, a "we-they" syndrome in the context of the police and the community. But I think we ignore another kind of dichotomy, a "we-they," in which we're the community, and we hope we can live a quality life, and then there's the police department that has the job of dealing with all of these things. It's the whole notion that it's your job, not ours. When you think of it, we've done a hell of a lot to encourage that attitude.

Recent research has documented the limited capacity of police. We've forced ourselves to

recognize the limits, and in some instances we have learned that it's not a sign of weakness, although it certainly distracts from the omnipotence. Despite this there are some who still cling to the notion that if only we could get a few more police officers, if only we could judges to spend all their days in the courtroom and not take long vacations, if only we could do this we would get over the hump and get the job done. The plain fact is that it's patently absurd; there's no way that the police can do that total job, and we ought to abandon once and for all the pretense that they can.

In the community we have this enormous resource that has been untapped to a very great degree. That is significant when you think that in policing we are constantly complaining that we are terribly strapped for resources. We're beginning to make use of that resource, but only modestly. This connects with problem-oriented policing in that one frequently finds that in bringing about a better response to a given substantive problem, one of the major alternatives is greater use of the community.

Police are just the facilitators; the job is that of the community. The function of the police is to help the community get that job done. We have to constantly rethink every role the police play as to how they can shift more of that burden and reserve the police capacity to do the things that they, as specialists, can do. It follows that much of what the police will be doing will be working with the community in ways to encourage the community to do things for themselves.

The community is a readily available resource; like a mine or a deposit of oil, it needs only to be tapped. So, too, is the rank and file in a police department. There is enormous need to give much greater attention to ways in which we can realize a greater return on the enormous investment we make in rank-and-file officers. The nature of police organizations stifles severely the contribution that these people can make to the quality of policing. In too many quarters, middle management in particular, there is an image of the rank and file as the grunts who are out there to get the job done. Obviously we need lots of workers. But times have changed, and today these are often very talented, well educated, thinking human beings. We use only a small portion of what they have to offer.

We manage departments as if the command staff has a monopoly on knowledge and ideas, and we manage our officers on the basis of the behavior of the 5 percent who cause the problems, rather than the 95 percent who do not. There's been little to alter this management style, and we need desperately to reverse it.

There are indications of enormous returns if you can give a little more recognition to rank-and-file officers. Working this out is

not easy, and the mere proposal can terrify police management. But I consider it to be one of the highest priorities, with the greatest possible return, when we mobilize the thinking power of such a large number of individuals whose talents otherwise lie dormant or are diverted to other areas. This too calls for a change in attitudes and the development throughout the organization of a radically different way of operating.

Up to this point I've been discussing priorities that relate to the style of policing and require a radically different attitude

without investing a substantial portion of its budget in looking to the future, in thinking "Where are we going from here?" Yet we have this fantastic investment in police services in this country and an infinitesimal amount that goes into research and development. Worse yet, we question the value of what that has been spent for. We are simply negligent in the limited resources we put into thinking about what we are doing.

Some would argue that you can't clearly identify what you should and would be doing if you had lots of money. I suggest that you could come up with long agen-

for leadership in policing. Philip Selznick, who did a great deal in the area of organization and leadership, defined responsible leadership as a blend of commitment, understanding and determination. It requires, among other things, setting goals which prevent the institution from drifting, enunciating governing principles and developing stable relationships with the community of which the organization is a part.

As applied to the police field, this means that a police administrator must be fully aware of the sensitive and delicate nature of the police function. He must attach a high value to protecting constitutional guarantees of free speech, due process, equality, freedom from unreasonable search and seizure. The administrator must fully appreciate the need for various systems to assure accountability on the part of the police to the body politic. He or she must be knowledgeable regarding the legislative process, the functioning of the criminal justice system, the operation of various other systems which the police employ. He or she must be well informed about different categories of deviant conduct, the range of behavioral problems of concern to the police, the dynamics of political and social movements, and must be conversant with the major issues of current public interest that involve the police, and be able to articulate them in the public forum.

Beyond these basic requirements — and that's no small order — a leader in the police field is the central figure in any attempts to effect significant change in the organization. This requires a great deal more than traditional managerial skill. The person must be aware of the need for change and committed to achieving it, must be open, challenging, curious and innovative. Those are attributes that we haven't succeeded in developing as fully as we must. He must be sufficiently confident and secure in his position to experiment and take risks, and must have masterful capacity to relate well to the various

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'We manage departments as if the command staff has a monopoly on knowledge and ideas. We need desperately to reverse this.'

among everybody within the organization. Two other types of priorities support the first three, and if these are met, many other things would fall into place. I refer to in-house research capacity and a comprehensive program for developing future leadership.

We have never really developed a full-fledged notion of research and development within a police department. It's never gone beyond a certain point: the distribution of resources, planning for major events, the development of procedures and policies in the agency. But it hasn't gotten involved in the substantive aspects of policing. It focuses on current concerns and catch-up procedures, with very little that looks forward and is truly analytical and independent from day-to-day concerns.

I would venture to guess that something less than .0001 percent of the total budget of a large-city police agency is devoted to research and development. One can't always be comparable to the private sector, but there isn't a large corporation or manufacturing endeavor that could survive

as that would be very productive and would relate to addressing substantive problems, to identifying and analyzing pieces of police business, critiquing them, exploring alternatives, experimenting and implementing those alternatives, and dealing with problems much more aggressively and proactively, rather than waiting for them to surface and responding reactively to people's demands. That calls for talent and resources that could readily be brought together if the commitment were there. There should be a source of constant planning in a police agency, one that a commissioner would feel he couldn't do without.

That brings me, then, to executive training and development. Despite a great deal of progress, we've been grossly inadequate in cultivating systematic development of individuals capable of assuming leadership responsibilities in our police agencies, given the magnitude and complexity of those jobs. It's not just education. It is developing an awareness, a sensitivity of the peculiar skills that are required

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Criminal Justice Library

We read and review:

Three ways to enrich literature of terrorism

The Gun in Politics: An Analysis of Irish Political Conflict, 1916-1986.

By J. Bowyer Bell.

New Brunswick, N.J.:

Transaction Books, Rutgers University Press, 1987. 280 pp., \$24.95.

Terrorism: Its Goals, Its Targets, Its Methods, The Solutions.

By Michael Connor.

Boulder, Colo.: Paladin Press, 1987.

259 pp., \$17.95.

Alchemists of Revolution: Terrorism in the Modern World.

By Richard E. Rubenstein.

New York: Basic Books, 1987. 267 pp., \$17.95.

By Donal E. J. MacNamara
Visiting Distinguished
Professor of Criminal Justice
California State University
San Jose

On a shelf above my desk, in col-

orful dust jackets emphasizing reds and blacks, some 30 volumes on terrorism stand in ordered array, all of them published within the past few years. On the "Bo Derek Scale," most of them rate a weak 1 or 2 — potboilers by hacks and journalists, compiled from newspaper clippings bridged together with not-too-profound clichés and "enriched" with hysterical polemics. Not so, however, the contributions of Bell, Connor and Rubenstein.

J. Bowyer Bell holds a Ph.D. in history and has lectured at many universities. He is president of the International Analysis Center, which specializes in research on unconventional warfare (including terrorism) and has previously published some half-dozen volumes, including "The Secret Army: The IRA, 1916-1979"; "Assassin: The Theory and Practice of Political Violence," and "A Time of Terror."

In "The Gun in Politics," he uses the Irish experience to il-

lustrate long-term political violence and its failures and successes in achieving political goals. Bell, unlike so many other writers on this topic, employs historical methodology. He interviews terrorists and their families; he is assiduous in searching out documentation, and he evaluates police, military and governmental materials with caution. The strong point of his analysis is his description of the impact of long-term and widespread terrorism on a society in which guerilla warfare and terrorism have been endemic since 1969. On the weak side, we must mention the rather bland (and not quite realistic) suggestions he sets forth as appropriate democratic responses to terrorist campaigns. On the Derek Scale, it rates a strong 8.5.

"Terrorism" is the work of a former British Army engineer

who served in Northern Ireland and who now specializes in

counterterrorism training for private individuals and corporations. Despite this background,

Michael Connor is somewhat more objective than one might expect in attempting to define "ter-

rorism" and "terrorist" and in discussing who becomes a terrorist and why. His best chapters,

as one might expect, are those dealing with counterterrorist methods and techniques — particularly his advice on the protection of corporate executives, mail-bomb recognition, and his listing of 50 high-priority terrorist targets. He is in error in attributing the genesis of modern revolutionary terrorism to the French Reign of Terror (unless he is thinking of the governmental terror of Pol Pot, Idi Amin and the British SAS), and perhaps he exaggerates the potential terrorist tactical employment of chemical and biological agents (e.g., in the food and water supplies) and the possibility of a revolutionary terrorist organization getting its hands on a nuclear device. Chemical, biological and nuclear threats can be more objectively identified as potential

governmental excess.

Of interest and value is Connor's listing of some 50 terrorist organizations — although some of them (for example, the Lebanese Christian Phalange) might well protest their inclusion, and others (such as Basque, Welsh and Latin-American groups) are omitted. His bibliography includes most of the better works — again, with some rather weak items included and at least two of the better studies omitted. On the Derek Scale, a 9.

Basic Books is the academician's friend, with its catalogue that includes many fine volumes suitable for classroom use. Richard Rubenstein's "Alchemists of Revolution" is an outstanding addition. It is more insightful, perhaps more theoretical and certainly more accurate than many of the volumes on terrorism this reviewer has studied over the past few years. In combination with either the Bell or Connor books, it constitutes an excellent foundation for an upper-division course. Alone, it will provide stimulation for a graduate seminar. On the Derek Scale, a perfect 10.

Sentencing under the microscope: book examines 'failure of reform'

Determinate Sentencing and Imprisonment: A Failure of Reform.

By Lynne Goodstein and John Hepburn.

Cincinnati, Ohio: Anderson Publishing Co., 1985.

By Joel H. Henderson
Criminal Justice Program
San Diego State University

Questions concerning sentencing policies and processes are currently of popular and professional concern. Various states have changed their sentencing policies and recently a U.S. Sentencing Commission, charged with studying possibilities for changing Federal sentencing procedures, submitted its report.

From this recent study to the almost daily coverage of the issue in the popular press, it is clear that sentencing procedures are an important arena of study and discussion. The publication of "Determinate Sentencing and Imprisonment" by Goodstein and Hepburn is a valuable addition to the literature in this area.

The authors present a conceptually sound evaluative approach to policy analysis. Their model of analysis has been established in the literature to be used in legal reform evaluation. It forces a focus on goals, the legislative process, implementation of legal change, actors' perception of the reform and the behavior and attitudes of the significant actors. Goodstein and Hepburn use extensive qualitative and quantitative research to trace the progress of the determinate sen-

encing concept from the early 1970's to its implementation in Illinois, Minnesota and Connecticut.

The qualitative analysis is particularly well done and informative. The authors isolate two major goals — equality in sentencing and predictability of sentence — and proceed to examine how different sentencing laws deal conceptually with the issues associated with these goals. There was a point in this analysis that retribution and reducing overcrowding seemed to be legitimate goals of sentencing reform, but they were not examined as such. This may be an area that needs clarification.

The quantitative analysis was reasonable and quite extensive. It was pleasing and a bit unusual to see serious attempts at scaling attitude questions and concerns with issues of reliability and validity. Goodstein and Hepburn make extensive use of earlier empirical research and, I believe, this enhances their research.

While the quantitative research was technically sound, it did attempt to measure attitudes and behaviors primarily through the use of questionnaire data. There were other forms of information, but straight statistical analysis dominates the section on attitudes and behaviors. Often, this necessitates attempting to quantify inherently qualitative phenomena. The authors only obliquely address this issue and some direct observation and in-depth interviews might have been helpful in this component of the study.

After extensive examination of the data, the authors conclude that "the sentencing reform has only a small effect on prisoners' perceptions of predictability and inequity."

Although the effect is small, the study further examines this effect on inmate adjustment to incarceration. This includes an in-depth analysis of six areas related to inmate attitudes and behaviors. The extent of these six areas is impressive. It includes attitudes toward the law, stress, institutional misconduct, program involvement and extramural contacts.

The presentation of the data is impressive and the findings are theoretically unexpected. There are virtually no statistically significant associations between either the inmates' perceptions of inequity and predictability of release data and prisoner attitudes and behaviors. The authors conclude: "[E]ven were determinate sentencing to achieve its immediate and primary objectives... there is no basis in these data to conclude that determinate sentencing will have the hypothesized secondary impacts on prisoner adjustment and institutional climate."

Goodstein and Hepburn have provided an extensive analysis of determinate sentencing reform. They supply an excellent literature review for others wishing to pursue this area of study, along with a very valuable discussion of the types of sentencing currently in use. The findings are clear and uncomplicated; analysis is succinct.

Continued on Page 15

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For more details, contact: Special Programs Section Office, Michigan State Police, 714 South

Harrison Road, East Lansing, MI 48823.

Police Officers. The Largo, Fla., Police Department is accepting applications on a continuous basis. The 105-member police department serves a Gulf Coast community of approximately 65,000 residents.

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For more information, write or call: David L. Deskins, Professional Standards Officer, Largo Police Department, 100 E. Bay

Drive, Largo, FL 33540. (813) 586-2666.

Instructor/Coordinator. The North Carolina Justice in Salem-burg is seeking an experienced individual for its management and legal department.

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Goldstein:

Priorities for police

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elements of the community, so as to win support for programs, and an equally effective ability to relate to his own personnel, eliciting their best performance and coordinating their efforts toward pre-established goals.

Investment in training, like investment in research and development, is not the type of investment that shows immediate results, and therefore it's vulnerable to being sacrificed to immediate needs. It takes a hell of a fight to sustain, and who is to stage that fight if not the police administrator and profession?

We can put the large-city police agencies in the position of leadership in the field — and more im-

portantly, produce the improvements that will contribute to the quality of life in our cities. Or, we can feed the pessimism of those who have written off the large cities and who look to smaller communities for guidance. The initiatives that have been undertaken in large cities are fragile and very tentative, and they need tender loving care to keep them on track. Beyond that, we must do whatever we can to support and greatly expand upon these programs, building toward meeting the kind of priorities I've identified. Well-reasoned proposals do gain attention; influential people will listen. But it requires repetitious efforts, and the going certainly is not easy.

LEN double interview: cruise-ship security

Continued from Page 11

results over to local authority.

LEN: You seem to dismiss this as being easy to control and of little consequence. Is that so?

KJONSO: It is not thought of as little consequence; it is a violation of law and a serious matter. I am referring to passenger use only, and will discuss crew use later. Our passengers are living in small cabins. If they smoke marijuana it is easily detected. If they hide any drugs, they must be well hidden. Our cabin stewards are in and out of each cabin at least three or four times a day. They clean thoroughly, and we pride ourselves on that. When the steward is not there, a cabin boy — his assistant — is there. If a person does use a drug unknown to us and does not do anything which would bring harm to themselves or another, then we do not interfere. In some of these ports in the Caribbean drugs are readily available, this we know. We do not search or warn against drugs. All passengers are warned in the literature of what is legal and what is illegal according to United States law, and we assume they understand the consequences.

LEN: Many of your crew members are from Jamaica, which is known for its somewhat open use of marijuana and attempts to sell marijuana to passengers ashore. Would it be safe to assume that your crew members would be extremely vulnerable to cultural pressures to buy and/or to use?

KJONSO: If crewmen use marijuana ashore we have no control; we are not babysitters. We can warn passengers and crew but that is all. We do take action if there are any violations. The crew members have a most desirable job in an economy which is depressed. There is a high incidence of unemployment, and our crew members know that one violation, even the slightest suspicion, and they will be dismissed. So we find almost none. We can search their quarters and their person without warrant. The safety of this vessel is paramount and the law is forcibly behind these actions. These crewmen all have an assigned safety station and safety duties and we must preserve the integrity of this ship. I repeat: Our drug problems of late have been small personal amounts of cocaine or marijuana, and all passenger-related. We are vigilant, but it's almost non-existent.

LEN: What about local authorities in these matters?

KJONSO: We work very closely with the local authorities in the ports at which we call. When a cruise ship puts into port it is a most welcome sight and a major portion of the economy of the area in most cases. Local police are alert and vigilant to protect the passengers as much as possible from any theft, robbery or mugging. They also police local areas more heavily closer to the docks to insure that local taxis or buses are within the laws of that community as to charges and the like. The Jamaican Constabulary, for example, is a ready presence on the docks because of the money which is changed at the currency exchanges nearby.

There is a cooperative effort among all the governments to protect the passenger. As with policemen everywhere, they spend most of their time in doing service jobs for the people, helping them to go about their daily tasks with the least interference. These governments recognize that the visitors want to see their country as it is, and so they keep as low an official profile as they are able.

Upcoming Events

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- 1-4. **Forensic Science Technology.** Presented by the Traffic Institute. To be held in Evanston, Ill. Fee: \$400
- 3-June 18, 1988. **Police Administration Training Program.** Presented by the Traffic Institute. Tuition: \$6,000.
- 7-11 **Police Traffic Radar Instructor Training.** Presented by the Traffic Institute. Fee: \$400
- 7-18. **At-Scene Accident Investigation.** Presented by the Traffic Institute. Fee: \$550
- 9-11. **The Reid Technique of Interviewing & Interrogation.** Presented by John E. Reid & Associates. To be held in New York. Fee: \$450.
- 9-11. **Media Responses for the Police Chief.** Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$295.
- 9-11. **Directed Patrol for Crime Prevention.** Presented by the National Crime Prevention Institute. To be held in Louisville, Ky. Fee: \$265.
- 9-11. **Determining the Cause and Origin of Fires, Arson and Explosions.** Presented by the National Association of Fire Investigators. To be held in Chicago. Fee: \$250 (NAFI members); \$275 (nonmembers).
- 9-13. **Analytical Investigation Methods.** Presented by Anacapa Sciences Inc. To be held in Chicago. Fee: \$445.
- 10-11. **Improvised Explosive Devices & Booby Traps.** Presented by Executech Corp. To be held in Mentor, Ohio. Fee: \$175.
- 10-11. **Advanced Handgun Combat Shooting.** Presented by the Pan Am Institute of Public Service. To be held in Gainesville, Ga. Fee: \$175.
- 10-11. **Use of Force: In Defense of Officers & Agencies.** Presented by Criminal Justice Consulting Services. To be held in Denver. Fee: \$250.
- 11-13. **Workshop for Recently Appointed Chiefs: Part I.** Presented by the International Association of Chiefs of Police. To be held in Las Vegas.
- 14-15. **Law Enforcement Dispatcher Training.** Presented by the International Association of Chiefs of Police. To be held in Washington, D.C.
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Fee: \$525 (by government voucher); \$500 (at door); \$450 (in advance)

- 15-17. **Administering a Small Law Enforcement Agency.** Presented by the International Association of Chiefs of Police. To be held in Las Vegas
- 16-18. **Bicycle Law Enforcement.** Presented by the Institute of Police Technology & Management. Fee: \$295.
- 17-19. **Street Survival II.** Presented by Calibre Press. To be held in Nashville. Fee: \$110 (all three days); \$75 (first two days only); \$50 (third day only).
- 18-20. **Defensive/Precision Driving.** Presented by the Southern Michigan Law Enforcement Training Center. To be held in Jackson, Mich. Fee: \$300.
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- University. To be held in Fort Collins, Colo
- 21-Oct. 2. **Technical Accident Investigation.** Presented by the Traffic Institute. Fee: \$550
- 21-Oct. 2. **Strategic Response Team Operations.** Presented by Executech Corp. To be held in Mentor, Ohio. Fee: \$850
- 22-23. **Corporate Aircraft Security.** Presented by Richard W. Kobetz & Associates Ltd. To be held in Las Vegas. Fee: \$350
- 22-24. **Street Survival II.** Presented by Calibre Press. To be held in Phoenix. Fee: \$110 (all three days); \$75 (first two days only); \$50 (third day only)
- 22-25. **Police Internal Affairs.** Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$350.
- 23-25. **Strategic Reaction Team Management.** Presented by the Pan Am Institute of Public Service. Fee: \$195.
- 24-25. **Physical Security.** Presented by Richard W. Kobetz & Associates Ltd. To be held in Las Vegas. Fee: \$350
- 28-30. **The Reid Technique of Interviewing & Interrogation.** Presented by John E. Reid & Associates. To be held in Houston. Fee: \$450
- 28-30. **Police Records Management.** Presented by the International Association of Chiefs of Police. To be held in Chicago.
- 28-Oct. 2. **DWI Instructor Course.** Presented by the Institute of Police Technology & Management. Fee: \$350
- 28-Oct. 2. **The Planning Process: Program Design & Development.** Presented by the Traffic Institute. Fee: \$400
- 28-Oct. 2. **Microcomputer Workshop for Police Applications.** Presented by the Institute of Police Technology & Management. Fee: \$475
- 28-Oct. 2. **Financial Manipulation Analysis.** Presented by Anacapa Sciences Inc. To be held in Golden, Colo. Fee: \$445
- 28-Oct. 2. **Practical Hostage Negotiations.** Presented by the Institute of Police Technology & Management. Fee: \$375
- 28-Oct. 9. **Advanced Traffic Accident Investigation.** Presented by the Institute of Police Technology & Management. Fee: \$475.
- 29-Oct. 9. **Strategic Reaction Team Sniper School.** Presented by the Pan Am Institute of Public Service. Fee: \$1,195

- 5-9. **Video Production for Police.** Presented by the Institute of Police Technology & Management. Fee: \$450
- 5-9. **Field Training Officer Program.** Presented by the Traffic Institute. Fee: \$400
- 5-9. **Burglary Investigation.** Presented by the Southern Police Institute. To be held in Fort Lauderdale, Fla. Fee: \$300
- 5-9. **Analytical Investigation Methods.** Presented by Anacapa Sciences Inc. To be held in Des Moines, Iowa. Fee: \$445
- 5-9. **Drug Unit Commander Seminar.** Presented by the Institute of Police Technology & Management. Fee: \$350
- 5-9. **Administering the DWI Program.** Presented by the Institute of Police Technology & Management. Fee: \$350.
- 5-Dec. 11. **School of Police Staff & Command.** Presented by the Traffic Institute. To be held in Evanston, Ill. Fee: \$1,800.
- 6-7. **Deadly Force & Judgmental Shooting.** Presented by the Pan Am Institute of Public Service. To be held in Gainesville, Ga. Fee: \$175

- 7-9. **Bicycle Law Enforcement.** Presented by the Institute of Police Technology & Management. To be held in Fort Lauderdale, Fla. Fee: \$295
- 7-9. **Practical Crime Analysis.** Presented by the National Crime Prevention Institute. To be held in Louisville, Ky. Fee: \$265
9. **4th Annual Justice, Safety & Loss Prevention Conference.** Presented by Eastern Kentucky University, College of Law Enforcement. To be held in Richmond, Ky.
- 10-12. **Street Survival II.** Presented by Calibre Press. To be held in Cincinnati. Fee: \$110 (all three days); \$75 (first two days only); \$50 (third day only).
- 12-16. **Police Traffic Radar Instructor.** Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$350
- 12-16. **Police Executive Development I.** Presented by the Southern Police Institute. To be held in Las Vegas. Fee: \$300
- 12-16. **Analytical Investigation Methods.** Presented by Anacapa Sciences Inc. To be held in Tempe, Ariz. Fee: \$445
- 12-16. **Narcotic Identification & Investigation.** Presented by the Institute of Police Technology & Management. Fee: \$375
- 12-23. **Supervision of Police Personnel.** Presented by the Traffic Institute. Fee: \$550.
- 12-23. **Homicide Investigation.** Presented by the Southern Police Institute. To be held in Franklin, Tenn. Fee: \$400 (Tennessee officers); \$500 (others)
- 12-23. **Criminal Intelligence Analysis.** Presented by Anacapa Sciences Inc. To be held in Austin, Tex. Fee: \$695 (\$790 after July 1).

For further information...

Anacapa Sciences Inc., 901 Olive Street, P.O. Drawer Q, Santa Barbara, CA 93102-0519. (805) 966-6157.

Broward County Organized Crime Centre, P.O. Box 2505, Fort Lauderdale, FL 33303. (305) 564-0833.

Calibre Press, 666 Dundee Rd., Suite 1607, Northbrook, IL 60062. 1-800-323-0037.

Center for Criminal Justice, Case Western Reserve University, Cleveland, OH 44106. (216) 368-3308.

Colorado State University, Office of Conference Services, Fort Collins, CO 80522. (303) 491-6222.

Criminal Justice Center, John Jay College of Criminal Justice, 444 West 56th Street, New York, NY 10019. (212) 247-1600

Criminal Justice Center Police Academy, Sam Houston State University, Box 2296, Huntsville, TX 77341

Criminal Justice Consulting Services, 7938 Southeast Highway 40, Tecumseh, KS 66542. (913) 379-5130.

Criminal Justice & Public Safety Training Center, 3055 Brighton-Henrietta Town Line Road, Rochester, NY 14623-2790. (716) 427-7710.

Criminal Justice Training and Education Center, Attn: Ms. Jeanne L. Klein, 2025 Arlington Avenue, Toledo, OH 43609. (419) 382-5665.

Eastern Kentucky University, College of Law Enforcement, Stratton 467, Richmond, KY 40475. (606) 622-1978.

Executech Corporation, Advanced Training Programs Division, 7510 Tyler Blvd., Mentor, OH 44060-5404. (216) 942-7350.

Florida Crime Prevention Training Institute, Florida Attorney General's Office, The Capitol, Tallahassee, FL 32399-1050. (904) 487-3712.

Florida Institute for Law Enforcement, St. Petersburg Junior College, P.O. Box 13489, St. Petersburg, FL 33733.

Institute of Police Technology & Management, University of North Florida, 4567 St. Johns Bluff Rd. So., Jacksonville, FL 32216

International Association of Chiefs of Police, 13 Firstfield Road, Gaithersburg, MD 20878. (301) 948-0922; (800) 638-4085.

Kent State Police Training Academy, Stockdale Safety Building, Kent, OH 44242. (216) 672-3070.

Narcotic Enforcement Officers Association, P.O. Box 999, Darien, CT 06820. (203) 655-2906.

National Association of Fire Investigators, 20 East Jackson Blvd., Chicago, IL 60604. (312) 939-6050

National Crime Prevention Institute, School of Justice Administration, University of Louisville, Louisville, KY 40292.

National Training Center of Polygraph Science, 200 West 57th Street, Suite 1400, New York, NY 10019. (212) 755-5241.

New England Institute of Law Enforcement Management, Babson College, Drawer E, Babson Park, MA 02157

Pan Am Institute of Public Service, 601 Broad Street, S.E., Gainesville, GA

30501 1-800-235-4723 (out of state); 1-800-633-6681 (in Georgia).

Police Executive Development Institute (POLEX), The Pennsylvania State University, S159 Human Development Building, University Park, PA 16802. (814) 863-0262.

Police Foundation, Police Liability Assistance Network, Attn: Sheila Bodner, 1001 22nd Street N.W., Washington, D.C. 20037. (202) 833-1460.

John E. Reid & Associates, 250 South Wacker Drive, Suite 1100, Chicago, IL 60606. (312) 876-1600.

Richard W. Kobetz and Associates, North Mountain Pines Training Center, Arcadia Manor, Route Two, Box 100, Berryville, VA 22611. (703) 955-1128 (24-hour desk).

Ross Engineering Inc., 7906 Hope Valley Court, Adamstown, MD 21710. (301) 831-8400.

Southern Michigan Law Enforcement Training Center, Attn: David Locke, Training Coordinator, 2111 Emmons Road, Jackson, MI 49201. (517) 787-0800, ext. 326

Southern Police Institute, Attn: Ms. Shirley Beck, University of Louisville, Louisville, KY 40292. (502) 588-6561.

Southwestern Law Enforcement Institute, P.O. Box 707, Richardson, TX 75080. (214) 690-2370

Surveillance Expo '87, Attn: Shirley Henschel, 9306 Wye Ave., Suite 701, Silver Spring, MD 20901. (301) 588-3929.

Traffic Institute, 555 Clark Street, P.O. Box 1409, Evanston, IL 60204

OCTOBER

- 1-2. **Defense Against Electronic Eavesdropping.** Presented by Ross Engineering Inc. To be held in Las Vegas.
- 1-2. **Use of Force: In Defense of Officers & Agencies.** Presented by Criminal Justice Consulting Services. To be held in Cincinnati. Fee: \$250.
- 5-7. **Administration, Management & Supervision of the Field Training Officer Program.** Presented by the Institute of Police Technology & Management. To be held in Tampa, Fla. Fee: \$295.
- 5-7. **Managing the Internal Affairs Function.** Presented by the International Association of Chiefs of Police. To be held in Phoenix.
- 5-7. **Street Survival II.** Presented by Calibre Press. To be held in Oklahoma City. Fee: \$110 (all three days); \$75 (first two days only); \$50 (third day only).
- 5-7. **Investigation of Child Abuse & Sexual Exploitation.** Presented by the International Association of Chiefs of Police. To be held in Nashville, Tenn.
- 5-8. **The Reid Technique of Interviewing & Interrogation.** Presented by John E. Reid & Associates. To be held in Chicago. Fee: \$500
- 5-9. **Microcomputer Programming with a Data Base Management System.** Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$575
- 5-9. **Vehicle Dynamics.** Presented by the Traffic Institute. Fee: \$350.
- 5-9. **Design & Development of Physical Fitness Programs.** Presented by the International Association of Chiefs of Police. To be held in Dallas.

Determinate sentencing and failure of reform

Continued from Page 13
ly summarized.

The authors conclude with a discussion of possible explanations for findings that seem to go against popular and theoretical predictions. While their alternatives are reasonable, I would suggest that it is possible that the effects of sentencing are individual and the statistical analysis presented requires the effects to be significant for a group. One alternative the authors present — one that is equally likely — is that the hypothesized effects simply are not occurring. In either case, this is a book that presents a sound, informative study of sentencing reform in the United States.

Law Enforcement News

Vol. XIII, No. 252

A publication of John Jay College of Criminal Justice

July 14, 1987

John Jay College of Criminal Justice/CUNY
Law Enforcement News
444 West 56th Street
New York, NY 10019

Shiver me timbers, matey...

LEN ships out to the Caribbean to give you the lowdown on security aboard cruise liners. From terrorism and casino gambling to petty theft and disorderly conduct, the average cruise ship sees the full spectrum of crime problems — if in somewhat reduced frequency when compared to police in the average town. Two captains — the 'police chiefs' of these floating cities — say 'Welcome aboard' — **on 9.**



Also in this issue:

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| Baltimore County tries to graft the know-how of detectives with the logic of a computer, in an effort to break a burglary problem | 1 | As Bernhard Goetz wins acquittal on attempted murder charges, experts assess the case's impact on transit policing | 3 |
| Blacks in Dallas have had their fill of police shootings, and they're demanding broad policy changes in the department | 1 | Forum: Herman Goldstein identifies five priorities for the management of big-city police agencies | 8 |

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